

# MUNICIPAL AFFAIRS.

ISSUED QUARTERLY.

Vol. V. No. 3.

SEPTEMBER, 1901.

WHOLE No. 19.

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### NEW YORK:

REFORM CLUB, COMMITTEE ON CITY AFFAIRS,  
52 WILLIAM STREET.

LONDON: P. S. KING & SON, ORCHARD HOUSE, WESTMINSTER, S. W.

PARIS: SOCIÉTÉ NOUVELLE DE LIBRAIRIE ET D'ÉDITION, 17 R. CUGAS.

THE HAGUE: MARTINUS NIJHOFF.

Entered at the Post Office at New York, and admitted for transmission through the mails  
as second-class matter.

MUNICIPAL AFFAIRS

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# MUNICIPAL AFFAIRS.

VOL. V.

SEPTEMBER, 1901.

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## MUNICIPAL BETTERMENT IN THE NEW YORK CITY ELECTIONS.\*

BY JOHN DE WITT WARNER.

That the late mayoralty campaign in New York for control of the city's policy for the next two years was of critical importance and greatest interest scarcely needs argument; and from the more prominent newspapers of the city it would seem that the so-called "better element" of New York's own citizens are persuaded that what is known as the "protected vice" issue was that upon which the result turned; and that they are ignorant of the extent to which those in responsible charge of the reform propaganda found other issues stirring, and their presentation an essential element of the canvass.

### Normal Conditions.

Manhattan and the Bronx have a normal Tammany majority of from fifty to seventy-five thousand—far greater than any possible reform majority in the other boroughs. Moreover, so extensive is the power of borough and county officials, elected by Manhattan and the Bronx exclusively, that were all else lost to the present administration, it would still be well entrenched could it carry Manhattan borough—though losing the mayor. Again, the normal Tammany majority is so largely in what are known as the down-town Manhattan districts, of which the greater number are in the "East Side"—the most thickly-populated district in the world, a separate city, or, rather, an aggregation of separate cities—that the vital question in reform politics was as to how the "East Side" vote can be won. Without it, Manhattan borough must be lost, Tam-

\*[The issue of this number having been delayed, this article speaks as of the time it was handed in—the end of the second week in November.—EDITOR.]

many left intrenched in the position of greatest menace to the city and most loot for the Tiger.

#### Reform Agencies.

Upon two agencies fell the responsibility for handling this situation: the Citizens Union and the Vigilance League and Society for Prevention of Crime, the campaign work of the latter two being combined.

Contrary to general understanding, the Citizens Union is not a strong political organization, with from a hundred to one hundred and fifty thousand of loyal members, but a small central committee with a skeleton organization in each assembly district, making a special enrollment of voters for each campaign, and serving rather as a headquarters for non-partisan citizenship than as a continuous political center; but pledged in any campaign into which it enters to furnish a ticket of such character as to invite the votes of good citizens, irrespective of party. The leader of its campaign in 1897 had been Mr. Reynolds, head of the University Settlement on the "East Side," selected largely because of his intimate acquaintance with political and social conditions among the wage-earning masses. This year he co-operated with Mr. R. Fulton Cutting, prominent both as a business man and practical philanthropist, upon whom was placed the responsibility for leadership.

The leader in the campaign activities of the Vigilance League and Society for the Prevention of Crime was Hon. Frank Moss, ex-police commissioner of the City of New York, and by an extraordinary variety of experience, unnecessary to detail here, peculiarly well posted both as to "vice" conditions and as to the temper of the great masses of "East Side" voters, upon whom depended the success or failure of reform.

Work in special organization for 1901 campaign was started in the latter part of the year 1900. The problem, appreciated by all, was as to how the great "East Side" vote could be secured for reform and against the present administration.

To Mr. Cutting fell the organization of the Citizens Union which afterward became the nucleus about which rallied the several factors of the fusion that elected Mr. Low; and to Mr. Moss was left the preparation and issue of the literature by which voters should be approached and convinced.

*Issues Not the Same Everywhere.*

The work was thus put in the best of hands, but with apparent misunderstanding on the part of the more prominent of the amateur reformers, and the body of the reform press itself. They were united in the one idea that the abstract question of good government with special reference to breaking the alliance between the police and vice, should be the sole issue of the campaign, and above all that no "socialistic" suggestion for city betterment should be made, lest conservative citizens be frightened and refuse to support reform or subscribe to the campaign fund. This was notwithstanding (probably because) that, in respect of municipal service, New York is so backward that her more well-to-do citizens have no conception of latter-day methods. Her "East Side" population, however, embracing as it does a larger foreign contingent than inhabits any other city on earth, includes a peculiarly large proportion of immigrants from European and British cities that are as progressive as we are backward. The result is that, on questions of city progress, it is the cultured and well-to-do classes of New York among whom ignorance and narrowness most prevail; and the wage-earning masses, largely of foreign birth, who are more enlightened and progressive in spirit.

Moreover, the stocks and securities of the corporations or the combine of corporations that control our street railways, stage routes, gas and electric light franchises, heat and power transmission privileges, are so widely distributed and their directorates so influential that, while the well-to-do were in great majority sincere in their desire for better government, every bank and insurance company, and, generally speaking, every business concern, had in its directorate representatives of those whose interest it was to have corrupt government that they might profit at the city's expense. Again, their tens of thousands of stockholders and investors, uneducated in city government, were sincere in denouncing as socialistic any attack upon private franchise monopoly.

The problem was a puzzling one—how to keep for reform the support of the property classes, without which, at this time, reform could probably not have succeeded; and to gain for reform the voting masses who were intelligently interested in precisely the program to which the financial backers of reform were most opposed.

The solution has been a most interesting one. Without duplicity, but equally without appreciation on the part of those discordant reform factors of each other's position, a two-faced campaign was in fact carried on. The personal and financial support of the well-to-do classes was attracted by what they considered a campaign from which questions of progressive policy were excluded, while the enthusiasm of the "East Side" was stirred and its votes canvassed for reform on behalf of the very issues which reform's up-town advocates considered "socialistic" and dangerous.

The extent to which the different classes and localities of New York are ignorant of each other, and the increasing extent to which, in the flood of campaign literature, each pays little attention to any except of the sort specially suited to him, partially accounts for the possibility of such a campaign as that of which some developments are noted below.

#### Mr. Cutting's Policy.

In November, 1900, Mr. R. Fulton Cutting, President of the Citizens Union, thus suggested its policy:

What the people demand is, not retrenchment, but growth; not reform, but progress. Discarding our negative issues, the anti-imperial, anti-silver, anti-trust, yes, even anti-boss, we must adopt a great positive programme, *pro bono publico*.

Municipal ownership of public utilities and municipal initiative in social betterment now characterize the administration of many of the best governed cities of the world, and the principle is not only economically sound, but morally valuable. It will ultimately prove to be a great school of citizenship, creating a sense of civic responsibility, awakening civic pride, and kindling civic patriotism.

While it is necessary to enforce the laws restricting vice, vice will never be conquered by repressive measures. We must give the East Side the moral equivalent to fresh air and pure food. Public baths, with added accommodations for social enjoyment for the use of patrons and others, under proper restrictions, will solve the liquor question more rapidly than high license. The tenement house evil will never be remedied by restrictive measures that increase the cost of building and lessen the rental value. \* \* \*

Good wages, an eight-hour day, and decent homes for the wage-earner are more important to the welfare of the capitalist than the triumph of monopoly; more small parks and playgrounds for the many, than a costly speedway for the few. At the same time the liberal treatment of capital actively employed in business is life to the proletarian. From the recognition of mutuality springs the consciousness of vital solidarity. That is the first step in social progress and progress is the great reformer.

On the East Side this was received with enthusiasm. Up-town it drove the reformers and the reform press into hysterics, of which

the following from the *New York Times* of November 30, 1900, is a fair example:

If President Cutting's statement of views is to be regarded as an official proclamation of principles there are great numbers of men in New York, men whose co-operation is essential to the success of the campaign, who will decline to have anything further to do with the Citizens' Union.

We must remind Mr. Cutting that the campaign will be undertaken for the purpose of electing an honest and capable man mayor of New York. If his Citizens' Union wishes to undertake a campaign for the exploitation of fads and the promotion of the raw theories of visionaries, we hope he will give timely notice in order that no time may be lost through misapprehension.

It is the hope and intention of the serious-minded, practical man of this city to establish and maintain in the City Hall for four years a business office for the management of the affairs of this municipal corporation. They have no intention of setting up an experiment station for socialism. \* \* \*

Taxpayers and citizens of New York will be entirely content to call Mr. Fairchild, or Mr. Rives, or Mr. Coler, or Mr. Crimmins to the high office of mayor without requiring any pledges about public utilities or the endowment of symphony orchestras for the poor. \* \* \*

—the wild irrelevance of the last sentence indicating somewhat the nightmare conjured in the mind of the average well-to-do New Yorker by the mildest suggestion of municipal betterment.

It is probably as well that Mr. Cutting was not an editor; hence not committed to daily publication of his views. As it was the up-town reformers assumed that (what they considered) universal condemnation had doubtless cured him of his notions, and Mr. Cutting, having thus announced his views, continued to press them in quarters of which his up-town friends heard little and knew less.

#### Mr. Moss Follows.

December 11, 1900, appeared the first number of the *New York Vigilant*, a campaign newspaper conducted by Mr. Moss, and largely circulated in the "East Side." In his first number the leading article was an exposé of the successful control of Tammany officials by the "combine," which, it charged, had prevented the construction of the city conduits for the accommodation of electric wires, etc., leaving this service a private monopoly controlled by the combine. This indicated the view of another man specially qualified to judge as to what would most appeal to those whose votes were needed.

In the same number, however, were included telling articles in exposure of protected vice, and in view of the revelations soon made by the Committees of Five and Fifteen, the fact that the

*Vigilant* for some time largely devoted itself to protected vice issues, may have been rather the natural result of circumstances than any yielding on the part of Mr. Moss to the shrieks of protest against socialism, which, though they had not affected the activities of the Citizens Union, had largely silenced those who planned them.

**The Chamber of Commerce Falls Into Line.**

Meanwhile the new City Charter Commission was sitting, and, on its request for suggestions, a committee of the Chamber of Commerce having carefully inquired into current problems of municipal administration, apparently without suspecting themselves of "socialism," recommended to the Chamber that it favor a continuation of municipal water supply, and the assumption by the city of gas and electric light service, quoting in favor of this item of their report the experience of London and foreign cities.

This recommendation was approved by the Chamber and the committee authorized to present it to the charter commission, as was done in October, 1900, with the instant result of a flutter among the corporate dove-cotes, and such general pressure upon the representatives of culture and finance upon the charter commission, that when it reported in December, it not merely ignored the Chamber's recommendation, but went out of its way to deprecate any extension of the scope of municipal service other than the establishment of a city printing office, and the "conservative" interests again felt themselves rescued.

**Citizens' Union Platform.**

Thereafter, until in the April following, the up-town reformers were little disturbed by "socialistic" attack; but then came a rude awakening. The Citizens Union, having perfected its organization in every district of Greater New York and duly constituted a representative central committee, held primaries in every district for delegates to the city convention to lay out a plan of campaign, adopt platform, etc. The membership of the central committee was well known and considered conservative; but it had been for months in touch with every class and condition of citizens, and in daily discussion of the practical questions raised, until, probably unknown to itself, it had become perhaps the most radical committee of equal standing that had ever existed in the city. And at an ideally enthusiastic and representative convention of all



classes of citizens, interested only for the good of their city, after full discussion and amendment of the draft proposed by the platform committee, it adopted a platform, the following planks of which set conservative New York a-shiver:

(2) Mismanagement, favoritism and dishonesty must go. But this is not enough. *We must have positive benefits for the people. In particular we demand:*

Enough room in the schools and enough teachers; an extended library system.

A sure and ample supply of pure water for every part of the city.

Streets kept as Waring kept them.

More public baths open winter and summer; more public lavatories.

More playgrounds for children; more small parks.

Enforcement of the tenement house laws.

The enforcement of the tax laws by an equal scale of valuation for unimproved and improved real estate.

Judicious increase of direct employment of labor by the city in its public works.

Constitutional laws, by the amendment of the constitution if necessary, which shall secure to all workmen upon municipal works, whether on the pay-roll of the city or of contractors, the payment of the prevailing rate of wages for an eight-hour day.

Adequate communications between the boroughs by ferries, bridges and tunnels.

Ownership of our own water supply, and acquisition for just compensation of gas and electric light supplies, to be operated by the city if adequate merit-system safeguards are provided.

Retention by the city of ownership of all its franchises and no leasing of the same except for short periods, so that the increase in value shall be for the people's benefit.

Stringent supervision of all corporations using city franchises, so as to insure adequate service at reasonable rates.

All these demands can be met without adding a cent to the city taxes if we can have honesty and economy of administration. It is not the tax rate, but the waste and misuse of the taxes when collected that prevent progress.

The Citizens Union convention was not so easy to denounce as had been Mr. Cutting as an individual; but the "reform" press rose nobly to the occasion, the New York *Sun's* editorial of April 27th, 1901, being perhaps representative:

On Thursday night the Citizens' Union adopted a platform, which, coupled with the preliminary debate, shows the defeat of Tammany to have been one of its last desires, and the convention to have been rather an opportunity for promulgating the freaks of political fancy of which the "reformer's" mind is the irrepressible parent, than a meeting to prepare plans for solidifying a triumphant majority of anti-Tammany voters.

If all the shallow, emotional, unbalanced and expensive eccentricities of the social theorist were not embodied in the platform, it is because those controlling its formation—and it is needless to say that they were past masters in convention bossism—hesitated to give them full frankness of expression.

#### Attitude of Candidates.

All through the Summer and from that time until the reform

(fusion) ticket was finally nominated, the cause of reform was constantly imperilled by the necessity of keeping together the Conservatives upon whom it was dependent for journalistic and financial support, and the Progressives without whose votes a reform campaign would be futile. The final result was a candidate for mayor who had been regarded as progressive, but who deprecated discussion of details; a comptroller who represented the most radical views in favor of municipal ownership and operation; and a president of the board of aldermen who promptly gave in his adhesion to the Citizens Union platform, but did not feel called upon to do more—while tickets for borough officers were similarly made up, Mr. Cutting having meanwhile declined a unanimous nomination for mayor by the delegates of the very elements that had denounced his views.

#### Municipal Betterment Agitation.

Meanwhile the revelations, first of the Committee of Five and then of the Committee of Fifteen, had grown more and more startling and sickening, until, if there ever was a time when the moral issue alone would have seemed powerful, it was so, and increasingly so, in this campaign. And if there ever was a man who appreciated this, and was equipped and minded to use it, it was Frank Moss. Under all these conditions, however, early in the Summer, even he appreciated that something more was needed to give best effect to the canvass on the critical "East Side."

Upon April 11, 1901, the *Vigilant* published as a special feature filling one-half the total space, illustrated advertisements of the "Great Croker Department Store," "successors to Tweed & Company," known as "Tammany's Greater New York"—the first "department" of which was thus noted:

#### FRANCHISES FOR SALE.

These intangible properties are of inestimable value. They will make Croesuses of their fortunate possessors. By proper arrangements (U. KNOW) they can be obtained in perpetuity with little or no rental or percentage. These rich investments are under the nominal care of two of the heads of departments, but the princes who desire to deal in them would better go direct to headquarters or to the executive office.

Some of the wealthiest and most powerful men in New York had their beginnings in similar investments.

#### MONOPOLIES.

We will explain the principles on proper request.

References: METROPOLITAN RAILWAY, NEW YORK TELEPHONE



CO., THE SUBWAY CO., MARTIN B. BROWN & CO, and various others.

The next number of this publication had for its leading article a full statistical statement under the heading—

THE STREET RAILROADS AND THE COMMISSIONERS OF ACCOUNTS.

Franchises Grabbed. Taxes Unpaid.

There are some big grabbing corporations in our city, that make alliances in both political camps, and succeed in getting most valuable privileges in the streets for nothing.

The street railroads are such corporations.

They pull with equal facility Mr. Carroll and Mr. Quigg.

MUNICIPAL OWNERSHIP.

Municipal ownership of lighting plants, street railroads, model tenements, lodging houses, etc., is an established fact in many thriving cities.

It cannot be in New York as long as Tammany controls.

—municipal progress planks of the Citizens Union program above quoted, being given special prominence.

While the June numbers (12 and 13) were devoted *exclusively* to a demand for municipal betterment and explanation of the main idea proposed, e. g.:

#### A CITIZEN'S PLEA.

Calls for a Programme of City Progress.

Why is there so much talk about putting down vice and so little about providing living conditions for the working people of this great city?

Mark what I say, you can't get the city away from Tammany next fall on any mere anti-vice cry. If it is to be done it will be by offering the mass of the people pledges to do something of real value, to make the daily conditions of their life better and happier, such as honestly enforcing the new tenement house laws, providing more free open-air amusements for them, especially on Sundays, and, above all, pushing forward the rapid transit work and the building of the long-needed new bridges, one to Brooklyn and one to Jersey.

Look at what the London County Council has just done—*voted \$6,000,000 to build municipal model houses, to be let at cheap rents, out in the suburbs of London.* Look at the *four-cent* fares on the London tunnel road. There is not a single place where a working man or woman can live in or near New York city and have decent traveling accommodations to and from his or her place of work—not one.

#### BACK-TO-BACK TENEMENTS.

\* \* \* Of all the great social problems of modern times incident to the growth of cities, none is claiming public attention in a greater degree than that of the housing of the working people.

Mere housing, however, that is, merely providing shelter, does not solve this problem. It only aggravates it by herding men and women together under conditions which inevitably tend to produce disease and crime.

It is only by providing *homes* for the working people—that is, by providing them with *shelter of such a kind as to protect life and health and to make family life possible, free from surroundings which tend to immorality*; that the evils of crowded city life can be mitigated and overcome. Nor does it concern only the

working people who are to be sheltered. It is of vital moment to all the inhabitants.

According as the workers are provided with better or poorer homes will the government, morals and health of the city be better or worse.—Tenement House Commission.

#### GERMAN CITIES.

American observers are impressed by the splendid efficiency of German city governments in the prosecution of public works and enterprises. \* \* All goes on with the combination of close economy and generous foresight.—(Albert Shaw.)

Berlin has more than thirty square miles of farms, where the city's sewage is used for fertilizer. The most luxuriant crops are produced.

Nearly all of these cities own their gas-works, which are wonderfully successful.

They are getting the greater part of the electric light plants.

They carry on savings banks and pawnbroking; altogether in the interest of the people.

They have advanced technical education, so that it is open to all the children.

When will New York learn the needed lesson that shall put its selfish and tyrannous rulers out of power?

In London they have a street lamp which provides a stream of boiling water and dispenses tea, coffee and cocoa. The heat of the lamp warms the water, and by dropping a half-penny in the slot a gallon of boiling water may be had. A penny brings you milk, sugar, tea, coffee, etc. The light and heat is provided by the city, which co-operates with a private corporation that furnishes the rest.

#### BATHS IN GERMAN CITIES.

In Germany many of the cities have public bathing houses.

The movement began at Göttingen, in Hanover. There baths were built in the public schools for the use of the children.

(Superintendent Maxwell, of the New York public schools, is begging that baths may be put in the schools for the children, and Tammany makes fun of it.)

Forty German cities followed the example of Göttingen.

Berlin has two handsome public baths, with swimming pools. Hamburg has three. Other cities follow.

The facts presented in this issue of the *Vigilant* show that while New York has 3,500,000 people, spends twice as much money for its government as London with 5,500,000 population, it has the worst tenement houses and the most crowded, unhealthy and uncomfortable tenement districts in the world, and that while New York's boss, mayor, council, and officials pay no attention to the needs of the working people, the big and little cities of Europe (and many American cities) are exerting their best thought and efforts and spending large sums of money to improve the conveniences of their people, to lessen their burdens and to increase their comforts.

The first edition of these numbers having been exhausted a second edition was published as a great double number, and aroused such interest that it was decided to continue the subject of municipal betterment as practically the exclusive subject of the

August numbers—14 and 15—which were accordingly thus finished and issued with bold-face heading:

Our last issue (two numbers together), published on June 29th, presented the subject of MUNICIPAL BETTERMENT. It was a marked success. Two editions, amounting to 55,000 copies, have been printed, and we will have to print more, to supply those who wish to circulate it among their friends. Therefore we will continue on the same line.

—with additional data as to extent of municipal service in foreign cities, and special chapters with illustrations of public parks, public baths and better tenements.

So marked was the success of this, that the September issues—16 and 17—were similarly treated, and issued under the heading:

#### THE CITY FOR THE PEOPLE.

#### THIRD DOUBLE PAPER ON CITY BETTERMENTS.

In this number public bath houses and laundries receive special attention.

In the next number, sewage and refuse destruction, technical education and workmen's dwellings will be discussed particularly.

If these matters interest you, be sure to secure copies of these issues. They are valuable.

In the final October (special campaign number) the subject was continued with special reference to workmen's dwellings and baths, as well as street cleaning, refuse handling, etc.

Thus, though the reform press and the "uptown" reformers were avowedly and sincerely attempting to keep the specific issue of municipal betterment out of the campaign, this was the one which was being given more and more prominence throughout the great East Side by those best posted as to conditions there, and to whom the campaign, in this most critical of all localities, had been left.

#### The Franchise Issue Forced.

Though the candidate, Mr. Low, was exclusively proposed by the Citizens Union, the course of the conferences had been such that his selection was not considered a special triumph of that body; and so much were the fusion managers opposed to "confusing issues" (by laying stress upon the program for city betterment) that, with Mr. Low's "cordial adherence" to the general principles announced, but reservation of freedom of action as to details that might call for decision, the campaign opened; while leaders of the most powerful single factor in the fusion assured financial interests that it would not "stand for" Citizens Union "socialism."

As the campaign progressed, however, not merely did those

responsible for the East Side canvass make this so-called "socialism" the leading feature of their campaign literature, as above noted; but, one after another, speakers found audiences, especially of wage earners, so responsive to suggestions in this direction that, without concert, city betterment was becoming more and more discussed, until, happily for fusion, at the most critical portion of the campaign—only a few weeks before election—the issue, happily for fusion, was forced by its opponents.

A coterie of financiers, commonly known as the "Whitney Combine," had gained control of the street railway, gas and electric light, subway, and power franchises, and its influence was notorious—the leading features of the combine itself having but lately been the subject of a remarkably clear article in a leading monthly. Its relations with our city government had of late apparently been strained; and its application for a grant to it of the one remaining possibility for a surface railway trunk line through the most important part of the city—of simply incalculable value, as fortifying its position against private rivalry or municipal railroads—had for many months been hung up in the board of aldermen.

*A Quid Pro Quo.*

A few weeks before election, upon no notice, Alderman John T. Oakley, Tammany candidate for sheriff, moved that the preliminary grant be made to the Metropolitan Street Railway Company (the Combine's corporation), which was actually done; the motion being "snapped" through much in the way that it had been attempted to "railroad" the infamous Ramapo steal the year before. Together with the news of this in the press of the following morning, appeared, in fac simile, Mr. Whitney's adhesion to the Tammany candidate for mayor—thus demonstrating the practical identity of time between the passage of the ordinance and the writing of the letter, and the mutual confidence (or lack of it) between the high contracting parties (old acquaintances). To protected vice had now been brazenly added, by the enemy itself, the issue of looted franchises. How impudent and daring was this move, can best be suggested by quoting from an interview, published the next day by a responsible newspaper, with Thomas J. Dunn, former sheriff of New York County, a man high in the councils of Tammany, and active in the canvass:

"Whitney's letter must please Tammany?" was suggested to Mr. Dunn.

Why, it stands to reason that it does.

It looks as if the corporations were all for Tammany and Shepard; doesn't it? Every d—— one of them! Why shouldn't they be, when they know which side of their bread is buttered?

Does that include Gould for the Manhattan (Elevated R. R.)?

Yes, Gould and Belmont, who is behind the tunnel (subway) and all of them.

#### Corporate Methods in Politics.

These well-known conditions were promptly discussed—perhaps never so tersely put, however, as immediately following election, by the dean of the Tammany leaders, Senator George Plunkitt, of the XVII. Manhattan district, as noted by the *New York Tribune*, November 13, 1901:

"In 1897 Tammany took possession of Greater New York, and we have been pretty comfortable, thank you. How are we going to get through the next two years? Speakin' for myself, I can say that no Tammany man in my district will suffer for coal. I've got lots of patronage outside of politics. I've got three hundred men on the street railroads, and I've got a pull with big corporations that employ thousands of men, and they will take care of Plunkitt's followers until we get back into office."

—upon which the *Tribune* thus commented:

To Senator Plunkitt and his followers the outlook is not pleasant. He admits that frankly, but he hopes that the corporations Tammany has befriended in its season of power will come to his rescue, in view of benefits to come should the Tiger once more return to the city crib. This is a practical confession that the corporations have received benefits from Tammany to which justice and the law would not entitle them. In other words, Tammany has helped them to rob the city, and in the hope of Tammany's aid in the future to secure more unlawful plunder it is expected that the recipients of past favors will help to keep the thieving machine in a workable condition.

—while in connection with Mr. Whitney's adhesion to Tammany, coincident with the latter's grant of the Elm Street franchise to the Metropolitan Railway Company, the interesting situation was made more so by the statement of Mr. Sheehan, former Tammany leader, that the normal contribution of the latter company in a city campaign was \$100,000, and the suggestion which Mr. Vreeland, President of the Metropolitan Railway Company, had just made to the National Convention of Railway Accountants—

There are certain items in your accounts, gentlemen, which, when carried on your books, look very well from the standpoint of a street railway accountant. But they might better be left out, as they would be hard for the president of the road to get around if called upon before certain public bodies to explain what they meant.

With fuel thus added to an already warm campaign, it became hot beyond precedent, and its climax was reached when Mr.

Whitney himself—Tammany's disclosed ally—and Senator Platt, the Republican corporate sponsor, being shadowed, were next week found in secret conclave, as was publicly announced by the fusion candidate for district attorney. This was followed by the assertion of a Republican district leader of prominence and repute that orders had been passed among the employes of the Metropolitan Railway to favor the Tammany candidate for district attorney. Under ordinary circumstances this would have ruined the canvass by demoralizing its Republican contingent; but, with the voters thus stirred and the search lights thus thrown upon the tactics of the franchise corporations, the fusion prospects, which had been only hopeful, promptly so improved as to turn the betting odds on the city ticket from favoring Tammany to decidedly against it; while on the Manhattan borough and New York county ticket—specially involved by the Whitney deal and the disclosures of Jerome and Goddard, and which had been considered hopeless—bettors, especially on Jerome himself, began to offer one to four, then one to three, and by election day one to two.

**Victory Won—The Explanation.**

The returns made plain that so far from hurting their cause, Mr. Jerome and Mr. Goddard had in all probability added the one impetus that achieved its success. For not merely was the city ticket elected, but every New York borough and county candidate was elected as well, with Jerome running so far ahead of his ticket as to suggest how much his personality had helped it; while, as the figures were studied, the reform press were prompt to recognize that the city's salvation had been found in the ballots of the great East Side.

From *Evening Post*, Nov. 6, 1901:

What cuts the Tammany chiefs to the heart, and what should mightily cheer on those who give themselves to the work of reform with a passionate faith in democracy, is the fact that Tammany was repudiated in its own strongholds. Those "dangerous classes" on the East Side, those foreign born voters, who could never be got to do anything but regard the suffrage as a marketable commodity, and into whose heads it was absurd to expect the notion of civic pride or good government ever to enter—they are the electors who most wonderfully responded to the moral appeals of the canvass. Take the Eighth Assembly District as an instance. This is Martin Engel's hunting ground. It was there that the "red light" iniquity most abounded; there that vice flaunted itself most securely, and that crime was boldest; there, too, that the police were most used in defense of criminals and to the



thwarting of justice. But it is also in this district that the University Settlement lifts its beacon; there that the Citizens' Union and the Woman's League sent workers. \* \* \*

From the same paper, Nov. 9, 1901:

It was not simply that Tammany was beaten, but that it was flung out of its own fortresses below Fourteenth street. This is the great fact, the great good cheer, which has most impressed the country. Upon this intelligent foreign observers have commented. It was a demonstration that the ignorant voter, the democrat wielding a weapon of suffrage, to which his hands were untrained, could yet be approached with argument and persuasion and example, and made to see as straight and vote as true as his more delicately clad and comfortably fed fellow-citizen of the West Side.

#### Present Situation.

Not for a moment is it suggested that municipal betterment or opposition to private monopoly in public franchises alone or mainly carried the day. Whatever might have been hoped from these issues had they been exploited in time, that of protected vice was the one upon which the varied elements that combined to nominate the reform ticket actually got together; and the writer is the last to depreciate the first bridge successfully crossed by fusion.

As noted above, however, the fact is that as the campaign grew hot those entrusted with the canvass in the most critical quarters found it necessary to add and use to the utmost a specific program for city betterment; that campaign developments forced to the front and (happily for reform) made vital the issue of the people against franchise corporations; and that the result, especially in the East Side vote, showed the live interest thus aroused, and left no doubt as to popular feeling.

Great is the opportunity and responsibility of the new administration thus suggested. While Mr. Low has prudently reserved freedom of action as to details, his full acceptance of the principles of the Citizens Union platform has now been indorsed by the voters of the city, a very large proportion of whom, including just those whose continued support is indispensable to reform control of city policy, consider themselves promised a radical, progressive policy, on many details of which their minds are already set. It is fortunate that these campaign expectations, so far as they were put into definite form, were so general as those formulated by Mr. Cutting, and so moderate as those with which under Mr. Moss, the *Vigilant* was filled; and that the gauntlet has been thrown down

before franchise corruption by champions so able to back their defiance as are Judge Jerome and Captain Goddard.

The writer has no question but that they can be and will be substantially carried out, or well progressed before the end of Mr. Low's term. More important, however, is the principle thus to be illustrated, and the inevitable demands for its extension as fast as our people shall test its limited application now assured. Be-deviled as are our city affairs by state and national politics, it would be rash definitely to predict; but it now seems as certain as can be anything that the campaign just over is but a skirmish when compared with the pitched battle by which, for all time to come, will probably be decided within the next few years whether the city shall administer its franchises, or its people be plundered and its politics debauched by franchise corporations.



## A CONSTRUCTIVE PROGRAM:

WHAT THE LOW ADMINISTRATION SHOULD DO.

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BY JOHN MARTIN.

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In the preceding article, Mr. John De Witt Warner has shown that the people of New York in November last voted for a constructive, progressive policy. In the following article, it is proposed to set out some of the items of such a policy that can at once be undertaken.

### **All-the-year-round Public Baths.**

For summer swimming, New York has unsurpassed natural provision in her North and East rivers. Access to them and precautions for decency and safety are alone necessary to make them serve the purposes of pleasure and cleanliness; and the administration needs only to guard against the monopoly by commerce of every foot of water front (especially on the upper reaches now being developed), and to put in good order and increase in number the present floating baths to have at the disposal of stalwarts an unexcelled refreshment for scorching days.

But open-air bathing is possible only two or three months in the year, and plenty of women and children are not sturdy enough to take it even then. During nine out of the twelve months for everybody and for the whole twelve months for many people, indoor private baths are needed. Personal cleanliness for protection from disease is as necessary for the health of the community as street cleaning and removal of garbage. Public baths should follow public sewers; they both belong to the service of health and decency. In the provision of this sanitary requisite, New York is many years behind advancing cities of Europe, in spite of the insistence of her medical men and sanitarians on the need for this further step in the warfare between science and disease-breeding dirt.

The necessity is urgent, for the private bathing facilities are

scant indeed. The Tenement House Commission of 1894 "took a census which showed that out of a total population of 255,033 investigated only 306 had access to a bath." The remainder could never take a wholesome, refreshing, enjoyable tubbing all over their bodies, but must suffer the imperfect washing that the cramped facilities of the tenement allow. It was found that fifty-five lodging houses with sleeping accommodation for 6,372 had no bath at all. Their inmates must go as dirty as they came.

Since that investigation little improvement has been made, though the newest tenements of a good class contain baths free to the tenants. Ninety-six per cent. of the houses in New York investigated by a committee in 1897 had no bathrooms.

These indications of compulsory dirtiness are appalling when we remember that dignitaries and delicate ladies, even mayors and commissioners, must mix with tenement dwellers in street cars, and that disease germs are more democratic than the American constitution.

To meet the need it was tardily decided in 1897 to erect one bath in Rivington street, but Mayor Van Wyck's administration showed little interest in the project (they got their punishment on November 5 last), and for over three years the work of construction was dragged out. At last the bath was opened in the spring of this year, with the usual Tammany condition that it should cost annually nearly double the legitimate amount.

But this solitary specimen, ludicrous in its loneliness, only whets the appetite for more. It is a mere suggestion to the half-washed or unwashed millions of what a self-respecting community should provide.

#### What Other Cities Are Doing.

At Boston, Mass., the Dover Street bath, a handsome building worthy of a great municipality, provided 399,099 baths in 1900, one-third of them for women and children, and the cost was only \$12,697. In addition thousands bathe at the municipal spray baths in East Boston and at the swimming pools which are maintained to supplement the twenty-one floating and beach baths.

Chicago is a smoky, sooty city and perhaps needs more baths than clean and sunny New York. Certainly it provides more. It has four all-the-year-round baths now open, at which 600,000 baths

each year can be supplied; and schemes are afoot for erecting still more.

Buffalo has had one municipal free bath for four years, and has recently opened another. Even little Yonkers was three years ahead of the empire city in its supply.

But we must still go abroad for the most encouraging examples of municipal enterprise in this direction. London is the only rival to New York for supremacy, as the capital of the world, and London has proved her superior civilization by generously multiplying her public baths. She has now thirty-seven open and five others in course of erection. Most of these are splendid buildings fit to arouse warm civic pride. One of the newest in Saint Pancras has four great covered swimming pools and one hundred and thirty tub baths with the most recent improvements, besides accommodation for fifty women to do their family washing with the best appliances. Though London is not so rich as New York, and costs much less to govern, the public authorities have already invested \$6,375,000 on baths and wash-houses and show no signs of weariness in well doing. Last year nearly four and one-half million baths were taken at the municipal establishments; but the demand is not yet satisfied. When the wage-earners get a chance to raise their standards of cleanliness, like richer folks, they spread the taste and ask for further facilities. In this respect London is not exceptional among British cities. Liverpool is better equipped than London with baths in bewildering variety—vapor baths for both sexes, warm water, cold sea water, warm fresh water, swimming, slipper and tub baths, that are patronized by half a million people every year. Manchester has nine sets of baths, at six of which there are women's swimming baths, and at two, Turkish baths. Glasgow has seven splendid establishments, and Birmingham five.

Berlin is governed by an aristocracy, diluted with a minute dose of democracy. Three-quarters of the members of the municipal council are house owners; yet Berlin, the bureaucratic, is ahead of New York, the democratic. It has six sets of buildings with swimming halls, slipper and tub baths, all so managed as to yield a small annual profit.

#### *Should Baths Be Free?*

During the period of construction, when the cost of buildings

will be considerable if the supply is multiplied as fast as is requisite, there would be no injustice in charging a nickel for admission, to help meet current expenses, especially as long as the baths can be run to their full capacity by artisan families at that rate. Whether they shall ultimately be made entirely free, like the schools, or partly paid for by the customers, like the universities, is entirely a matter of expediency. My judgment is that just as the schools were made free after a probational period when fees were charged, so the baths should ultimately become the property of all the citizens, open freely to everyone, an essential part of the public sanitary equipment.

In Europe a small charge (generally four or six cents) is always made for a bath, not sufficient to cover the total expenses, but enough to reduce the burden on the taxpayers, and to give the recipient a sense of independence. Baths need not be part of the charity system, though, like universities, they can rarely be run without an endowment. At Chicago everything is free and each bath taken costs the city  $3\frac{1}{4}$  cents. Buffalo follows the same rule. At Boston one cent is charged for towel and another for soap, but, both at Philadelphia and New York, the philanthropic societies who maintain bath houses find ready customers at five cents. For the baths in Rivington street, New York makes no charge.

#### Small Parks.

New York is well supplied with lordly parks for the people who ride and drive. Central, Van Cortlandt, Prospect and Bronx parks are delightful, spacious pleasure grounds, full of charming retreats and lovely roads. Riverside Drive, with its extension through Lafayette Boulevard and round to the Speedway, is one of the loveliest and longest trotting and riding paths in the world. But these are all too far away from the huddled crowds of the east and west sides to be available for them except on rare holiday occasions. They need recreation grounds nearer home, spots of green to refresh the eye; places where the breeze has a chance to blow on summer evenings; gymnasiums, where the boys and girls can exercise themselves the year through.

The supply of such small open spaces, close to the homes of the crowds, is woefully and disgracefully small. They can be counted on the fingers.

### What New York Has Done.

During Mayor Strong's administration a beginning was made; a slum with a terrible history at Mulberry Bend was demolished and is now converted into a pretty resting place; Seward and Stanton parks on the east side were begun and are now (after many weary delays) nearing completion. But ten are needed where one has been supplied. They are far more urgently necessary than magnificent drives by the river or improved expanses in the suburbs for the rich. Social workers nearest to the people have striven hard to get one added here and there during the last four years, sometimes through the city and sometimes through the legislature, but in vain. Even the levelling of ground already bought has been denied because it would cost a few hundred dollars; while millions have been spent on lordly provision for a few thousand drivers of fast trotters. One of the first acts of a progressive administration should be a response to the cry of the children and their friends.

### London's Lungs.

Other metropolitan cities, the rivals of New York for the leadership of the world, have added to their great parks, the old-time appendages of royalty, a set of smaller people's parks, near to their homes and unpretentious enough for their easy enjoyment.

In London the great West End parks (Hyde, St. James' and Regent's) are open freely to the people, but controlled by a royal ranger. Besides these there are under the control of the county council no less than 19 parks, 33 gardens and 37 open spaces, a total of 89 places that give breathing space and pleasure to all parts of the city, and in further addition a number of small public recreation grounds under the management of the local borough councils. Some of them, like Battersea park, have an area of nearly two hundred acres and are laid out with the taste and luxury of a ducal estate. Others, like Hampstead Heath, are wide, breezy moors left in their natural beauty and big enough to give roaming space to thousands on holidays. But the thought of the city for its lowliest citizens is best evidenced by the thirty-one parks and open spaces, each under three acres in area, which are dotted about the crowded districts under the control of the central authority, in addition to a number of others which the local authorities own. These can be used by thousands without taking a car ride; they are so close as

practically to become additions to the cottage and tenement homes.

**Open-Air Recreation Grounds.**

In the utter famine of open-air recreation grounds furnished by the city itself the Outdoor Recreation League and the League for Political Education in Manhattan and the Society for Parks and Playgrounds for Children in Brooklyn have tried heroically to fill the vacancy. By the summer of 1900, they had eleven grounds equipped, mostly on vacant lots which were loaned or hired for a small rent. These were typical of the scores of gymnasiums that New York should make a part of the public service. They were usually supplied with swings, seesaws, sand courts, basketball, awnings and light gymnastic apparatus. They proved that the cost to the city would be a bagatelle compared with the advantage to the children. In Brooklyn a playground for a summer season of eight weeks was equipped and maintained for \$500, a sum which includes the cost of a trained director and assistant and yet amounts to only six cents per capita for the children who attended. In Manhattan the total expenses for four grounds for a year, with three of the grounds open all the twelve months and well attended every day, is about \$9,000. For these sums, trifling compared with the cost of the viaduct for extending Riverside Drive, for instance, the city saves by the improved health of the youngsters and the repression of the criminal tendencies of the lads, to say nothing of the fun they all get. A policeman at the Sixty-eighth street grounds, in one of the roughest neighborhoods in the city, declared that it had greatly improved the behavior of the young rascallions; that window smashing and mud-throwing had given place to orderly playing. And these lads, potential criminals if left without opportunities for manly sport, showed their preference for order by pleading with the gymnastic instructor last spring to get the ground open early.

Here again London and other great cities set the example which we ask the new administration to follow. In London, there are no less than thirty-two open-air municipal gymnasiums for children, besides six which adults also may use. These recreation grounds are open all the year round from nine o'clock in the morning till an hour after sunset. Frequently the gymnasiums for the two sexes are separate that the boys' rougher sport may not exclude the girls from using the apparatus.



A few weeks before the election, when Mayor Van Wyck was asked to support the granting of an appropriation for the maintenance of the grounds which the Outdoor Recreation League has established, he angrily complained that they would be asking for vaudeville next, and that circuses ruined Rome. Crushed by this classical reference, of course the philanthropists were subdued. The same week the London county council was asked for a contribution of \$175,000 towards a public park in Fulham, one of the boroughs of London, and refused to vote the money until the plans should be altered so as to include provision for a public gymnasium.

The contrast between the policies of the two cities could not be better illustrated. The results are also significant. Mayor Van Wyck, a week or two later, ran far behind his own defeated ticket; and the Progressive party in London has never once been beaten at the polls. Safety for a reform administration in New York also lies in generous progress.

#### **Municipal Music.**

Already New York supplies band music in the parks in the summer. This service might well be extended to include tunes for the children to dance to in the streets that are far away from parks, especially those in the upper districts, where traffic is thin. Particular streets could easily be closed to traffic for special hours on summer evenings, and they could be turned into a children's dancing ground by the supply of good music, which might be in tune without being expensive. A committee of such citizens as compose the Outdoor Recreation League, acting under the mayor's order, could easily double the enjoyment of the city's summer music, without greatly adding to its cost.

But it is in the entire neglect to provide winter music that the city has kept up its record for civic sloth and backwardness. In the schools some taste for music is wisely cultivated, and when the youngster leaves the class-room, the cheap music hall, with its vulgarities and inanities, is the only place available to satisfy his appetite.

Bands of music are good in summer, but why are they not equally necessary in winter? A little thought, enterprise and sound sense in our administrators would soon put good music within reach of multitudes. It need not be costly. In fact, in other cities it has

been made self-supporting. Boston has had its municipal concerts. London, at its twelve great polytechnics, enjoys subsidized concerts regularly. Leeds and Liverpool have long given organ recitals in their town halls. Battersea has had to turn hundreds away from its municipal musical evenings. Continental Europe subsidizes municipal opera houses with wise generosity. Glasgow turned a concert hall from private failure into a public success. Might not New York under Mayor Low inaugurate a series of People's Concerts directly under municipal control, which would prove that reform is not merely free from Puritanic gloom, but is eager to add to innocent gaiety.

#### What Should Be Done for the Schools.

In the recent campaign all parties, Citizens' Union, Republican, Democratic and Socialist, professed deep regard for the first line of defence in a democracy, the people's schools. In determining how far practical performance shall harmonize with pre-election enthusiasm, the Low administration will need to remember that the school record of Tammany in the last four years, with Mr. O'Brien as chairman of the board of education, has not been discreditable. To surpass that record and catch up with the city's needs, nimble activity and ready expenditure will be required.

First a place must be provided for every child within a short distance of his home. Schoolhouses, though they cost a lot of money, are one of the best investments the city can make. In the end the sums spent on them are saved on prisons and poor-houses. At present, in many parts of the greater city, the accommodations are deplorably deficient. Everywhere one of the first rightful demands of a child against the city must be satisfied by providing a seat for it in the people's schools.

#### Kindergartens for the Babies.

For the mites less than six years of age the ordinary grade school is just as unsuitable as beer and beefsteak would be for their dinner. Neither can they be cared for properly at home, where the mothers of the tenements are either out at work or too busy with their other domestic duties to teach the little ones. They need special schools, kindergartens, in which a teacher with temper and training of the right kind will develop their tiny bodies, minds and



characters and make school happier than a nursery by means of carefully devised games and stories.

Paris has not only more than 200 public maternal schools or kindergartens, but also special departments, *écoles enfantiles*, for children from six to eight years old and for timid, sensitive or backward older children, whom it would be stupid and cruel to put among the more robust and forward youngsters. New York also has made a creditable start with 115 classes in the public schools now going.

As the rooms of an ordinary residence can be used for kindergarten work, if more of these classes were opened in rented houses, the lower grades in the primary schools would be relieved and the expense for new buildings reduced.

#### High Schools—The Colleges of the People.

As leading countries become wiser and richer, the length of the school life is continually increasing. This is one of the surest signs of improving civilization. Even with the best elementary schools conceivable, a boy or girl cannot be well educated by the age of thirteen or fourteen. If they cannot go through college and continue their training, as the sons and daughters of the rich may do, till they are twenty or more, at any rate all the city's children should have a chance to enter the high schools, "the colleges of the people." As a rule, the longer a lad or lass is at school the better advance will they make in life. By increasing efficiency they will make a bigger return on the investment of extra schooling than on any other money their parents can spend.

Therefore, England, France, Germany and many States in the Union are equipping high schools in which the bright boys and girls who have graduated from the grammar school may get two or three years' more advanced instruction.

Parents and children in this city have shown their eagerness for high school training by increasing the attendance beyond all expectations and making the present quarters utterly inadequate. Not till June, 1900, was the first graduation made from the Manhattan High Schools. At present out of over three thousand pupils who graduate from the primary schools each year, 36 per cent. do not enter upon secondary school work.

## Practical Subjects.

Every year there are new machines and better methods invented for our manufactures and commerce, and the firm that refused to adopt the improvements would soon fall behind and become bankrupt. So it is in education. Teaching used to be too "bookish." One evil effect was to make manual labor appear less dignified than bookkeeping and scrawling; and another to weary the children and make school uninteresting. These ills are remedied by making cookery and manual work part of the curriculum.

In London there are eighteen special centers for the teaching of cookery, all furnished with ranges and materials, where over twenty thousand girls are taking practical lessons extending over two years of their school course. In addition, there are ten domestic economy schools where, besides cookery, the pupils of the public schools learn simple nursing and housewifery in all its branches. Could more appropriate studies for the girls be devised? By trained methods the study gives the same intellectual exercise as history and geography; and it supplies, besides, most useful knowledge. The next generation of London artisans, at meal time every day, will have cause to bless the cookery classes.

Why should New York linger behind London? In some schools in Manhattan cookery rooms are equipped, but in Brooklyn, Queens and Richmond, none of the girls are taught to cook. What a sorry prospect for the future homes they are to set up!

In the public schools the foundation teaching in drawing should be given which will help towards the creation of skill and taste that will make New York independent of French art, as well as give the pupils sources of life-long pleasure. The special art teachers necessary to help the class teachers should be provided without grumbling.

The acquaintance with tools and materials and the habits of self-reliance, accuracy and neatness which workshop practice gives to lads are invaluable. Whatever trade or profession they may afterwards follow they will grapple with it better if they have taken a course of lessons in wood-work or metal-work. In London all the boys in the higher classes of the elementary schools attend at the wood-work centers for instruction by special teachers two hours a week. They delight in the change, and go away handier and

brighter, more pleased with their school life and fresher for their other studies. Shops for metal-work also have been started and will be rapidly multiplied.

New York should not be behind the 39 cities of Massachusetts and the other 130 cities of the Union that have introduced manual training in their public schools.

#### Trade and Technical Schools.

What shall we do with our boys? is a question that specially torments working-class parents of narrow means at the time the lads leave school. The old apprenticeship system has broken down to a great extent, and often the lad cannot get a chance to learn a trade. Even if he can, a great part of his time is wasted running errands and doing odd jobs in the shops, and it is nobody's business to give him systematic instruction. Now, unskilled or half-skilled laborers are not only sufferers themselves but a loss to the country. Fully skilled men produce more and so add to the nation's wealth; they get higher wages and so add to their own comfort.

Foreign cities are usually well supplied with technical and trade schools. Prussia has 248 schools giving instruction in painting, shoemaking, tailoring, baking, butchering, smithing, etc. In Berlin there are textile and joiners' schools and fifteen other trade schools, each for a particular trade. London has established a splendid system of technical education. There are twelve great polytechnics costing \$625,000 a year, each giving instruction to apprentices and workmen not only in the scientific, artistic and mechanical principles that underlie all trades, but in specific industries such as bricklaying and brickcutting, watch-making, tanning, baking, plumbing, telegraphy, optical work, etc. Other trade schools, too many to detail, give rich chances to those who are actually working at a trade or intend to become bona fide apprentices.

Against this army of advantages for working boys and girls, men and women, what can New York set? Cooper Union, Pratt Institute and a few trades schools, supported by voluntary contributions; not a single technical institute maintained and regulated by the public as part of its civic equipment. On no side of our educational system is there a wider gap waiting to be filled.

her sons a chance to serve her skillfully she must start a system of technical schools without delay.

These schools would serve a double purpose. First, their evening classes would largely be reserved for men and women actually working at the trade taught in the class. These students would be given the opportunity to master all the branches of their work, to practice the newest methods and to understand the scientific principles involved. They would thus be freed from the semi-slavery of always doing one detail of work in the same monotonous way without comprehension of the whole machine into which it is to fit. An engineer would study theoretical and applied mechanics, practical mathematics, etc.; he would work in the shops with the best machinery, experiment on different kinds of engines with various motor powers and learn enough about mechanical drawing and geometry to be able to make and to read designs. Plumbers would be taught the laws of sanitation and of physics which they must apply in their work, as well as the modern methods of practical plumbing. Painters would learn all about colors, methods of mixing, the laws of design, etc. So we might go through all the trades. In each an energetic workman would be helped to broaden his mind, improve his powers and increase his wages.

#### Defective Children.

In the city schools there is always a small percentage of pupils pitifully defective in body and mind who cannot themselves profit from the ordinary methods and are besides a drag on their comrades. For such children separate classes have been started in London. Over 2,075 of these helpless children, after medical examination and conferences between their parents and the teachers, have been placed in special classes where their brains can be slowly developed and their school life made happy and easy. Berlin has forty classes where such children attend school two hours a day, and Paris also makes provision for backward or delicate children who are not strong enough for the primary schools.

New York might follow these excellent examples. Though her population may be acknowledged to be smarter on the average than Europeans, a small percentage of physically and mentally deficient children will be found even in New York.

### Evening Play Centers.

Children, especially boys, are as serious a problem on winter evenings as on summer days. Left to themselves, without places of refuge, they will loiter at street corners, form gangs, graduate in vice and take the first steps towards the penitentiary. Therefore in 1900 and 1901 a few of the evening play centers were kept open during the entire school year. There the youngsters played games, practised gymnastics and read the books from the library, instead of wandering about the streets. Since the heated play-rooms were there already for day use the cost to the city was trifling.

In winter evenings play centers, debating and literary clubs were allowed to use class-rooms once or twice a week. This was a beginning which should lead to a wider use of the school buildings for social and club life. It is only business economy to employ the handsome and costly school structures to their full capacity. Social centers as rivals to the saloon are a prime need in the crowded districts. With class-rooms opened freely for the people to occupy with clubs of their own, with games provided, occasional concerts and the evening lectures already organized, the schools would become the public homes of the parents, neighborhood centers of refinement and pleasure.

### Extension of Direct Employment.

The common acceptance of the view that the city should encourage a rising standard of living for its artisans was expressed in the law which required that the city itself and all contractors for the public should pay their workmen the prevailing rate of wages. That law laid down the rule that the city would not be a sweater; it would pay, and order to be paid, whatever the best private employers were paying, and so do justice to its direct and indirect employees, and at the same time insure that the men employed on its work were among the most skilful of their class. But the decision of the Court of Appeals that this law is unconstitutional has thrown down the breakwater and laid the workmen open to the devastating loss and danger of work badly executed by inferior men. This makes the question of direct employment or day labor doubly important. If the constitution forbids the city to exact from the contractor a standard quality of labor as it exacts a stand-

ard quality of iron and stone, the question arises: Why should not the city do more of its work itself and fix its own conditions and wages? "That would be ruinous." Not at all. On the contrary, experience has proved that contracts are costly and day labor actually saves money to the taxpayers as well as helps the workmen.

#### **Trouble with Contractors.**

The kind of trouble that the city has all the time with contractors is illustrated by the reports of the commissioners of accounts, who form a standing mayor's investigating committee. Their reports, based upon the observations of their engineers and often accompanied with photographs, show a steady and often successful effort by contractors to break their specifications for opening, regulating, grading, curbing and flagging streets. In a report dated June 23, 1899, on the regulating and grading of Tremont Avenue, they say:

As an illustration of our contention that the contract specifications of the department of highways were being violated all over the Bronx, so generally that violations were the rule rather than the exception, we reluctantly accompany this report with the photographs showing a list of forty-four violations of the contract specifications.

In October, 1898, they reported:

The complaints of our engineers and inspectors, of the very poor work now being allowed to be done in the borough of the Bronx, compels us to earnestly call your attention to the fact that something must be done to remove the same. \* \* \* This contract work [St. Joseph's Street] is, in our opinion, not in an acceptable condition, and the accompanying photographs will illustrate that the contract work has not been properly done.

Other instances are quoted by them; all going to prove that under the contract system the city no more gets good work than the men get good wages.

Further, contracts and contractors are prolific sources of official dishonesty and political corruption. Day labor could not be more in politics than contracting is, for official records show that contractors with a pull appear to hypnotize the officials who examine their scamped work. The commissioners of accounts report: that,

Our staff of engineers have been given the impression in conversation with inspectors on the work in the borough of the Bronx that the inspectors do not get the support of the department when endeavoring to have work properly done, the inspectors being told that if they cannot procure good work they had better



resign, or if the inspectors insist upon getting good work, they are transferred to minor pieces of work of short duration, and then not reappointed, which the inspectors claim is done through the influence of an association of contractors.

Nobody supposes that this leniency and neglect by the officials of the highways department were for love of the contractor's beautiful eyes. Political influence and financial dishonesty suggest themselves as explanations—influence and dishonesty almost inseparable from the contract system.

*The remedy lies in the city becoming its own contractor for such work as sewerage, grading and flagging, and in the formation of a construction department that shall do more and more of the city's work.*

#### Has It Been Done?

Yes; it is done extensively, even in New York. Few people would wish to abolish the corps of "white wings" and rely on the contractor for cleaning the streets. Brooklyn kept him for that purpose long after Manhattan had abolished him, and Brooklyn's streets were never so well cleaned as they have been since the system of direct labor was instituted. And the cost now is no greater for the same length of streets cleaned, but the work is better done.

There is ample British experience of the benefits to workman and taxpayer secured by substituting day labor for the contract system. The London County Council, Battersea, Liverpool, Manchester, and other cities, found contracting so expensive and the work done so faulty that they are executing their own work, so far as possible, now. They gain in:

- (a) Better quality of work.
- (b) Standard rates of pay to the workmen.
- (c) A reduced cost in many cases.

In American cities, also, the direct system almost always shows to advantage compared with the contract system. In Minneapolis, during the summer of 1900, all the city paving was laid by day labor. The men worked but 8 hours per day, and were paid the maximum market rates of wages, yet the cost per yard was less than in previous seasons under the contract system, and the city engineer says that the work was done better. In Denver a large sewer, which was constructed by day labor, was an entire success, financially and structurally, though it was undertaken in the winter, with the disadvantage of being intended principally to furnish work for the un-

employed. Brockton and Woburn have also adopted direct employment with advantage.

#### Conditions of Success.

Of course, day labor would be costly and inefficient, if professional politicians were put in charge of work they know nothing about. A bookmaker could not grade a road as straight as his own bets, nor a saloon-keeper construct a sewer that would carry off his own sour beer. Boss appointments would ruin a job, and the workmen would then be blamed and perhaps dismissed. Therefore, the merit system must accompany extension of city employment. Fair wages, skilled engineering, steady employment for good workmen, and no favoritism in giving the jobs—all these are needed to make day labor a success, and they can be guaranteed only by the merit system, well administered. Fortunately the new executive is favorable to effective civil service and therefore might safely extend direct employment and settle it on principles that would guarantee the interests of the taxpayers.

#### More Docks and Wharves.

Five-sevenths of the whole water-front is a city possession. About six miles have been improved with docks, piers and wharfs, partly by private owners who hold about one-third in value—\$36,000,000 worth—of the shore of Manhattan Island. These private owners should be bought out and the whole front made municipal property, because, first, the commercial interests would be benefited, and, second, the transaction would pay the city well. (See data as given in Comptroller Coler's article *infra*.)

Any business man, on such a demonstration, would not wait a week before going ahead to annex all the similar property that could be secured. The city has powers of condemnation which it should use speedily. At present the private owners are unwilling to improve their property because they know it may be purchased at any time by the municipality, and the accommodations of the port therefore suffer. The sooner all the frontage is municipal property, the larger will be the financial reward and the better the facilities for shipping.

#### Street Franchises.

The supreme test of the temper and courage of the new administration will be its treatment of the franchise corporations. If it



shows a timid, cringing spirit or allows class sympathies to warp its judgment in favor of the rich franchise-robbers the voters will turn again and rend it. If it acts boldly as fighting attorney for the plain people, they will prove their allegiance to their friends by steady support at the polls as they have done at Detroit, Toledo, Kansas City and other places.

The attitude which public servants should adopt toward franchise corporations is simple. The officials are the appointed guardians of the public interest, chosen not to devise schemes for robbing the corporations, but, like an honest attorney, to get the best terms obtainable for their clients, the public. Their business is to look at every transaction from the point of view of the public, to discover the strong points in the case for the citizens and the weak points in their opponents' case. They need not be worried lest the interests of the corporations should be overlooked. So far these gentry have shown unlimited shrewdness, forethought and legal acumen; while courtesy forbids us to characterize the qualities often displayed by officials on behalf of the taxpayers.

In dealing with these corporations the administration should bear in mind these salient facts:—

(1) The corporations secured the franchises for peppercorn payments that are a minute fraction of the real value.

(2) The franchises are constantly increasing in value by the improvement and extension of the city, to which the corporations do not contribute.

(3) They have so far escaped payment of taxes on their property rights in the streets, though the private holder of a foot or two of land must always pay or relinquish his property.

(4) Since competition in lighting and in transportation has been abolished by the combinations which were concluded last spring, the consumers have no remedy for poor service and excessive charges by ordinary business methods.

(5) The corporations, in city elections, for transparent reasons, are always on the side of the corruptionists. "There is nothing in reform for us," as one of their managers declared.

(6) They take every advantage of the citizens. For example, the quality of the gas in Manhattan, according to both the official reports of the bureau of inspection of lighting and common com-

plaint, has seriously deteriorated since the consummation of the deal which abolished all possibility of competition and put the gas and electric lighting of the island under the control of the same little group of men as controls the street railways. This is the retort of the monopolists to the legal reduction of the price to a dollar, though President Gawtrety at the last annual meeting of the Consolidated Gas Company declared: "All the indications point to the maintenance of earnings on the present basis, notwithstanding the five cents decrease in the price of gas."

**Franchise Taxation.**

The Low administration is happy in coming into power at the moment it is possible to force from the franchise holders, at last, some contribution to the taxes under the Franchise Tax Law which has now been declared constitutional. Though the assessment of the values is in the hands of the state tax commission, the city officials can do much to enforce the city's rights.

(1) They can use all the powers of the corporation counsel's office in a strenuous fight for the payment of the sums now due from the street railways—surface and elevated—under their old franchises.

(2) They can oppose with all the might of the official power any legislative attempt to weaken the Franchise Tax Law.

(3) They can keep the state tax commission stirred up that the actual payment of the taxes now due under the Franchise Tax Law may be enforced. For this year the assessment of the franchise values is \$211,000,000. *At a rate of 2.3537 per cent, the average rate for the four boroughs of Greater New York actually being paid by other property holders in 1901, this assessment would produce \$4,966,307, sufficient to pay in a few a splendid addition to the city's net income, years for many schools, recreation grounds, baths and other necessities.*

(4) But this assessment is outrageously low. In an article in the *Atlantic Monthly* for October, 1901, Mr. R. R. Bowker, who was for several years acting executive of the Edison Electric Lighting Company of Manhattan, gives the details, from inside information, of the real values of such of these franchises as he knows perfectly. He proves that the street railway, gas and electricity works in Manhattan have cost for construction \$125,000,000, could be

duplicated for \$100,000,000, and are capitalized at \$300,000,000, the securities having a market value of \$400,000,000. The difference between their cost and their market value, which measures the value of the monopoly privilege on the streets is therefore \$275,000,000. But their assessment is only \$105,000,000 or 38 per cent. of their true value. Now other real estate is valued at fully 60 per cent., and often at over 75 per cent. of its market worth. Therefore the city administration has the duty, which should prove pleasant and profitable, to urge upon the state tax commissioners such an increase of franchise valuations as would put them on a par with private taxpayers, and would add other millions to the city's annual income.

#### The Gas Companies.

(5) It is plainly irrational to allow the gas combination to checkmate the legislative reduction of the price of gas by lowering the illuminating power. Therefore, the city administration should bring pressure to compel a return to the old standard of quality, by legislative enactment if necessary. Legitimate means of bringing the companies to reason can be found by earnest commissioners. Mr. Croker, by pressure from the departments, brought the Manhattan Elevated to its knees when he demanded undue privileges for his automobile company; surely since he was so powerful for illegitimate ends, a citizens' administration can find ways to fight the companies for public ends.

(6) The platform of the Citizens' Union contained an indorsement of the municipal ownership of city light. The fair taxation of the companies will reduce their unhealthy swollen values and make municipal ownership cheaper. The acquisition of such properties cannot be secured in a year, but the investigation of values and preliminary negotiations could be entered upon at once as an earnest of the sincerity of the Union's demand. The stock of the company is as full of water as a temperance advocate's toddy. At a hearing before a legislative committee in 1897, Mr. Henry Cross, who had made a special study of the gas question, showed that the capital actually paid in to the properties forming the Consolidated Gas Company was only \$11,000,000.

This has been increased from earnings to 17 millions, and has been watered to \$37,775,000. Since their organization these companies have paid in dividends an excess of 28 millions over 10 per cent. profit. The investors have had returned to

them more than  $2\frac{1}{4}$  times the amount of their investment; and, moreover, have been given over \$37,000,000 in stock, which is now paying a dividend of 8 per cent.

This dropsical inflation is possible on account of the 14 millions of franchise value for which nothing has been paid to the victimized city.

Of late years the use of water gas and the increasing value of by-products have heavily reduced the net cost to the companies. Prof. Edward Bemis, a reliable authority on the subject, told the committee of 1897 that 50 cents is a reasonable estimate of the cost of gas in New York, and that it can be sold for 75 cents at a good profit. Fuel gas can be sold for less.

At its annual meeting in 1901, President Gawtry reported that the sale of gas during the year had increased 13 per cent, and the number of meters in use by 17,000.

Many economies had been effected and prospects for 1901 are very bright; the sales of electricity increasing 19 per cent. over the preceding year, and I look for a greater increase this year. All the indications point to the maintenance of earnings on the present basis, notwithstanding the 5 cents decrease in the price of gas.

If this expectation is realized and the consumption of gas during 1901 is 18,000,000,000 cubic feet, the monopoly tribute that New York will pay this company for gas alone this year will amount to more than \$4,500,000 over and above a fair return on the business.

How shall the people reduce this tribute and get for themselves some of the advantages of the improvements, economies and extensions? is a question to which a citizens' administration must find the answer. Every year adds value to the franchise. Why should not the people redeem their error and prepare for municipalization? They cannot blame the financial barons who run the companies for profit, and must be expected to make the best bargain for their company they possibly can. Had the voters shown moderate political capacity and honesty fifty years ago these fat spoils would have dropped into the public purse. They can still, however, secure the future certain gains by municipal gas.

#### Municipal Gas.

Experience of the advantage of city ownership and working of these services is abundant. Outside of London all the large towns of Great Britain, except five or six, have city gas works. The majority of the exceptions have partly atoned for their remissness

by starting municipal electric light works, which hold the private gas companies in check. Throughout the country municipal gas is sold at 10 per cent. less than corporation gas, the quality is 14 per cent. better and free meters are supplied oftener. The smaller price represents a reward of \$3,300,000 a year to the consumers for their civic sense and enterprise, in addition to the annual net profits, that help to pay for schools, parks, concerts, etc.\*

Glasgow has owned its gas supply since 1869, because it knew a company would not make the light cheap enough to encourage the majority of the people to use it lavishly. It hires out different kinds of stoves, gas heating and cooking appliances, and sells the gas at 54 cents, so as to give the consumer every inducement to make his home brilliant at night.

Berlin and over 374 other cities in Germany own their gas works, and throughout the Empire the principle of municipal ownership and operation of this service is coming to be generally accepted. In all countries, wherever it has been tried, the people are content.

#### **Municipal Electric Light.**

Progressive cities in the old world are running their own electric lighting plants also. In London the district of Shoreditch, a working-class quarter with no wealthy streets, sells the cheapest electric light in the metropolis, and yet makes a profit of \$35,000 after paying interest on bonds and all other charges. Islington, Hammersmith, Hampstead and Saint Pancras all have successful municipal works, and eight other districts have plants in course of construction.

Throughout Great Britain the supply of electricity for light and power is fast becoming one of the leading municipal industries in the country. During the last few years its growth has been phenomenal. At the end of 1900, 198 works were in operation in cities, 130 under municipal management and only 68 in private hands. Out of 212 installations in course of construction, 99 belonged to public bodies, while 113 others had obtained the requisite authority from Parliament to establish municipal plants, and presumably will begin work very shortly. Altogether, therefore, 343 districts have adopted the principle of public ownership and working of electric light plants. This rapid extension of city working results from the

\*Maltbie, "Gas Lighting in Great Britain," Municipal Affairs, Sept., 1901.

striking social and financial success wherever public works have been established.

It should be noticed that these British towns do not simply light the streets. They supply all the power and illumination demanded by consumers, and run the business as vigorously and extensively as a private company would.

If a municipal plant for lighting the streets and public buildings only is contemplated, the results in other American cities are encouraging. In the State of New York alone there are at least twelve municipal plants, and there are over 300 in the States.

With a reform administration actually in power and a good civil service law actually in operation the old terror of official incompetence and laziness which has been the main argument against productive municipal enterprise is no longer excusable. If the administrators cannot trust their own competence and uprightness they are self-condemned and will naturally be dismissed with shame two years hence.

#### Street Railways.

(7) The Metropolitan Street Railway is so wealthy and powerful that some reformers fear to approach it lest a worse evil befall us. But the close alliance of Mr. Wm. C. Whitney, its chief owner, to Tammany Hall and its notoriously huge subsidies to Tammany's exchequer are sufficient indications that it is vulnerable to attacks by the city departments and that it is always hoping for more favors.

Though the Low government will, of course, not threaten it in a blackmailing or simply malevolent spirit, plain duty demands that no iota of favor be granted, no jot of concession be made without exacting every cent of compensation for the public. The Elm Street franchise, which comes up first for consideration, should rather be allowed to lie dormant than be awarded except on perfectly satisfactory terms. Changes of motive power, the permission to keep stationary cars on the streets near transfer points or power houses, the privilege of keeping their tracks open when all other traffic on a street is stopped by the Rapid Transit tunnelling—all should be made dependent upon some *quid pro quo* for the public.

Further, and more important, the city should make a close, official examination into all the franchises of this and other com-



panies to ascertain finally whether any of them have expired or can legally be revoked because they were not granted for any stated period, and to detect any city rights not being exercised which could be used as a club in fighting for fairer returns. Any private person that had even a suspicion that flaws in their titles gave him a legal chance to share at the treasury of a multi-millionaire corporation would push the investigation keenly. The city should be just as alert after its interests.

If these measures should yield only a poor return, the "resources of civilization are not exhausted." In their hostility to the public and to reform causes, the street railway magnates are frank and determined; a city administration has all to win and nothing to lose by reciprocating their sentiments.

## AMEND THE DEBT LIMIT.

BY BIRD S. COLER.

The demands made to-day upon the public purse for public improvements in the great modern cities of the world would astound the publicists of past generations. The ever increasing cost and complexity of urban life is nowhere better exemplified than in the demand for increased assumption of public utilities by government. A city that does not respond to this demand is provincial; it is not a metropolis. Paris has been regarded as the typical modern city. It certainly was the first to make widely extended use of its credit for public improvements. And this fact has, by most observers, been cited with approval, and as a cause of its greatness.

How does the bonded debt of the city of Paris compare with that of New York?

The present net funded debt of the city of New York is \$263,000,000; and in addition an indebtedness of \$50,000,000 has been incurred for contracts and lands acquired for which bonds will have to be issued. The bonded debt of Paris is in round figures two billions of francs, or, say, \$400,000,000. Yet New York of to-day is incomparably the richer city and better able to sustain the larger debt.

### *Some Limitations Advisable.*

In the argument I am about to make for a more liberal policy affecting the city's power to issue bonds I wish to state clearly my appreciation of an adherence to the wisdom of constitutional restrictions on the indebtedness of cities. These restrictions are to be found in the constitutions of nearly all our states and have been upheld both in letter and in spirit by the decisions of our courts. They have undoubtedly served to prevent the financial ruin of many small cities, which in the hands of unscrupulous political adventurers would otherwise have undergone the same disastrous experiences as befell the city of Elizabeth in days gone by. Yet this constitutional limitation has itself its limitations. It should not be made a fetich

to be worshipped blindly at the expense of really necessary progress.

In the competition which exists to-day between nations and cities as well as between individuals, to stand still means to retrograde, and if it should happen that a choice must be made between stopping the modernization of New York and amending the constitution, I am in favor of the latter course, provided no real danger to the city's credit and solvency be threatened thereby.

#### Two Classes of Debts.

I believe the clause in the constitution limiting the indebtedness of the city—wholly admirable at the time it was written—is not altogether adapted to modern requirements in that it does not discriminate sufficiently between two classes of city debts of a wholly different character.\*

A city issues bonds only for permanent improvements, the benefits of which inure to posterity. But there are two classes of these improvements, easily distinguishable from one another, and between which a sharp distinction should be drawn.

In one of these classes are improvements, which while adding to the attractiveness, beauty and healthfulness of a city, to its economical administration, or to the better conduct of its governmental function, bring in no direct financial returns. This is by far the more numerous class and includes such ordinary works as the erection of public buildings, including schools, the acquisition of parks and the repaving of streets. No matter how great the material benefits may be that are derived from such improvements, the expense incurred is unquestionably a financial burden upon the taxpayers. In regard to such expenditures there can be no doubt as to the wisdom of establishing an arbitrary constitutional limit; since

\*Article VIII, Section 10. \* \* \* No county or city shall be allowed to become indebted for any purpose or in any manner to an amount which, including existing indebtedness, shall exceed ten per centum of the assessed valuation of the real estate of such county or city subject to taxation, as it appears by the assessment-rolls of said county or city on the last assessment for State or county taxes prior to the incurring of such indebtedness; and all indebtedness in excess of such limitation, except such as may now exist, shall be absolutely void, except as herein otherwise provided. \* \* \* Nor shall this section be construed to prevent the issue of bonds to provide for the supply of water; but the terms of the bonds issued to provide the supply of water shall not exceed twenty years, and a sinking fund shall be created on the issuing of the said bonds for their redemption, by raising annually a sum which will produce an amount equal to the sum of the principal and interest of said bonds at their maturity.

otherwise the burdens that might be thrown upon succeeding generations by excessive issues of bonds would become intolerable.

There is another class of improvements, however, far less commonly met with, which either result in casting no burdens whatever upon the taxpayers, or else bring in an actual profit to the municipality. In such cases it may be permissible to ask wherein there lies any rational excuse for limiting the governmental activities of a city by constitutional restrictions. A dim recognition of this truth seems already to have found expression in the constitution, which specifically excepts from the operation of this limitation bonds issued to provide for the supply of water, and requires only that a special sinking fund be established for their ultimate redemption.

**Productive Undertakings Exempt.**

Why this exception? Because pure water is a prime necessity for the health of a community? Scarcely; for there are many other public necessities paid for by the issue of bonds which are hardly less imperatively needed by the people; and as to these the constitution is silent. The reason must be found in the fact that, for the past century, by that universal custom which has the force of unquestioned law, it has been the practice of cities owning water-works to charge customers for the water supplied, and that the rentals received from the operation of this natural monopoly have almost invariably shown a profit over the expense of maintenance and operation. In other words, bonds issued to provide for the supply of water are not a real burden upon the taxpayers, since the water rents received pay the interest on these bonds, amortize the principal, and still yield a profit to the city.

If, as I believe, this principle is absolutely sound, there is no reason why in these days of highly developed municipal functions it should be limited to the matter of water supply simply because generations ago, that constituted the only form of municipal ownership known to our forefathers. I will try not to wander too far into the seductive field of municipal ownership; but there are two illustrations of the principle I have just alluded to which are practical questions of the day. I refer to the construction of the rapid transit railroad and the proper development of our dock system.

As you are doubtless aware, the contract for the construction of the rapid transit road provides for its completion by the contract-

ing company for a specified sum to be named in the bid. This sum is to be paid by the city to the contractor, from time to time as the work progresses, by the issue of bonds. The same contracting company is bound by the terms of the contract and under heavy bonds to operate the road for a term of fifty years, paying to the city as rental the annual interest on the bonds issued and one per cent. additional for the purpose of establishing a sinking fund for the liquidation of the bonds at the expiration of the lease. Thereafter the road becomes the unincumbered property of the city.

A more advantageous contract can scarcely be imagined. Here is a case where the bonds issued by the city are in no real, practical sense a debt at all. There is absolutely no burden thrown upon the taxpayers; on the contrary, the city will ultimately acquire without cost an asset of inestimable value. Why should the constitution hinder the city from entering into enterprises of this character?

#### Profits of Docks.

The question of the development of our dock system is, in the opinion of many, even more important than the construction of the rapid transit railroad. No one who is impartial and has really studied the matter can seriously deny that the municipalization of the New York city docks, tardily and insufficiently as it has been carried on, has been advantageous to the city. No city in the world is circumstanced similarly to New York in respect to its water front privileges. But the acquisition of dock property by the city has proceeded at a snail's pace. In the fierce commercial competition which exists to-day between the great ports on the Atlantic coast of this country, New York has been badly handicapped by lack of wharfage room and transportation facilities incidental thereto. So grave has the situation become that a state commission has been created to examine into the causes of and remedies for the decline in the commerce of this port. A danger of this kind defies exaggeration. All else we might lose, but the loss of our commercial primacy spells disaster. If this threatened disaster is to be averted, the acquisition, improvement, and control of dock property by the city should be made a matter of public agitation, and entered into, at once in a vigorous, comprehensive manner. Excellent plans have been devised for improving the water front of the city, for constructing docks equal to those of Liverpool, and for providing

proper means for transportation and transshipment along the lines of the city's marginal streets. But, thus far, the cost has proved prohibitive—prohibitive, however, only for one reason; the obstruction of the constitution. If it can be shown—and it can be—that the money expended for these dock improvements would not prove a real debt, burdensome to the taxpayers, but rather an advance or loan made by the city and certain to be repaid principal and interest within the lifetime of this generation, with an enormous profit besides, who would be such a slave to conservatism as to dispute the wisdom of amending the constitution so as to make this great improvement possible?

The people do not properly realize the profits which the city derives from its docks.

The bonds issued by the city in recent years to pay for the acquisition and improvement of dock property have borne an average interest charge of about 3 1-4 per cent. per annum. Up to 1895 the Dock Department had spent the sum of \$6,508,291.50 in acquiring and improving private property, from which the rentals received amounted to \$462,226.54, or seven and one-tenth per cent. per annum on the total outlay. This would represent a profit over the interest charge on such bonds of more than a quarter of a million dollars per annum, or sufficient to redeem the principal of the bonds in less than twenty years, notwithstanding the fact that the outlay referred to includes the large expense of widening and paving West street.

Since 1895 the Dock Department has conducted important condemnation proceedings in the vicinity of Bank and Bethune streets on the North River, to provide piers of extraordinary length for the use of the large transatlantic steamship lines. Owing to the peculiar topography and development of this locality, the cost of these proceedings was greater than any heretofore attempted, or likely to be undertaken in the future.

The blocks of ground condemned were covered by large factories with expensive fixtures and machinery, which had to be paid for by the city and then torn down and removed. Afterward the ground upon which these buildings stood had to be dredged out to a sufficient depth for the slips, which was a heavy expense not ordinarily incurred. This was followed by the construction of a masonry



bulkhead-wall and the erection of piers. The total outlay connected with this improvement was \$7,536,841.60, upon which the annual interest charge is \$244,947.35. The rentals received amount to \$370,206.52, which shows an annual profit of \$125,259.17.

Ordinarily the city does not have to acquire the upland property abutting on the water front, so that this improvement makes the least favorable financial showing for the Dock Department that could be exhibited. Nevertheless, the annual profit is sufficient to redeem the bonds issued in thirty-five years, at the end of which time the city will be probably \$10,000,000 richer by the operation.

To adhere slavishly to the fetich of a constitutional provision in the light of such a showing as this is to shut the door of fate in the face of our city's future. If New York city is to occupy the position of commercial supremacy to which its past history and its natural advantages entitle it, we must reason about these matters like intelligent adults, and not like children still enmeshed in the prejudices of early teaching.

The constitution should be amended so as to except from the limitation on the indebtedness of cities bonds issued to provide for improvements, which, while governmental in their character, are, nevertheless, essentially business enterprises, and from the operation of which profits can be derived sufficient to provide a speedy amortization of the indebtedness temporarily incurred.

To some it may seem that one holding the public office I do, which has always been associated in the public mind with ideas of conservatism in dealing with the finances of the city, should not advocate a proposition looking toward a large increase in the municipal debt. But if I have failed to show that the increase I favor is not in any practical sense a real debt, that the issue of bonds for the purposes I have described imposes no added burdens upon taxpayers; and that for this reason the principle of constitutional limitation has no application, if I have failed to show these things, I am still convinced that the cause of the failure lies in my inadequate presentation rather than in a lack of merit in the plan itself.

## THE MODEL CITY.

A SUGGESTION FOR THE ST. LOUIS EXPOSITION.

BY WILLIAM S. CRANDALL.

[NOTE—The Model City was first outlined some three years ago by Mr. Crandall at a meeting of the National Municipal League. Since then several other plans of a similar character have been worked out quite independently, and recently all have been united by the Municipal Art Society of New York, and a committee representing the different organizations appointed to urge upon the managers of the St. Louis Exposition the adoption of the idea.—EDITOR.]

The American tourist, when rambling through the old cities of Europe whose history antedates, perhaps, the discovery of the Western Hemisphere, constantly remarks upon the seeming lack of plan or purpose. The cities apparently grew haphazard, and streets were laid out without reference to artistic effect and without proper regard for transportation facilities. Indeed, whatever of plan there is to be found in European cities, has its origin, in most instances, in the last century, and very frequently within the last quarter of it. Paris—the Mecca of students of civic æsthetics—is the product of Baron Haussmann and his immediate successors, many of whom are still active. The broad avenues, the commodious public buildings, the spacious parks of Berlin, London, Vienna, Glasgow and hundreds of other cities are the work of yesterday. A description of sanitary conditions in almost every city of fifty years ago is so strange and appalling as to cause its accuracy to be challenged. A well-constructed sewage system, which we have come to assume as properly belonging to every progressive city, is wholly the outgrowth of the last generation of sanitary engineers. It is only a short time ago that street cleaning departments began their existence, and such scavenging as was done was performed by the dog, the hog or the buzzard.

There is now, however, a well-developed science for all the various lines of municipal activity; and however far short of perfection actual administration may fall, not even the most pessimistic

person will contend that rapid progress has not been made. The narrative of such progress ought to be an inspiration to every public official and to every urban dweller.

The principal defect at the present moment is the lack of facilities for placing the experience of widely-separated cities at the disposal of each and every urban center. Every city has its own peculiar local conditions, out of which spring peculiar problems that sometimes require treatment considerably different from that adopted by other cities. Nevertheless, what has been tried and has succeeded or has failed, is of great value to every other city, for thereby much experimentation, much time and much expense may be saved.

Then, too, there is competition between cities, as well as between individuals. Persons of wealth, and, to some extent, the central offices of business houses, locate where municipal improvements have been carried farthest. The city that has poorly-paved streets, hideous public buildings, inadequate sewage systems, and poor water supplies cannot long compete with its more progressive and better-governed neighbor. Good Americans are said to go to Paris when they die, not because Paris is considered the commercial center of the world, but because it is considered the most beautiful city. Art, therefore, is a very important factor, and every city which wishes to retain its position and grow in wealth and population, must know what other cities are doing, and learn from their experience.

It was the appreciation of these facts—the inspiration that would come from a comparison of past and present conditions, and the benefits of a more general familiarity with the best each city affords—that led the Municipal Art Society of New York to suggest to the authorities of the Louisiana Purchase Exposition the construction of a model city and a municipal art exhibit at St. Louis in 1903.

The memorial presented suggested:

First—That those departments of the general Exposition which are similar in their functions to the same departments in modern cities be incorporated as working models in the general plan of the special Exposition. These may include the engineering, park and tree planting, fire, police, health, street cleaning, garbage

disposal, water supply, and other departments. These may be so grouped as to illustrate the administration of a modern city on the best lines and thus form an object lesson for American and foreign cities without the least interference with their normal functions as necessities of the Exposition itself.

Second—There are certain other features, which, while not in themselves necessities to the welfare of the Exposition, would be valuable educational attractions. Public schools, public library, museum and similar buildings devoted to educational matters would naturally be included.

Third—Any plans for a model city would involve treatment of parks and plaza spaces, street crossing and other vistas, grouping and architecture of other structures and other lines in which the æsthetic factor is important. To make these practical, however, they must be adjusted to more utilitarian features (as in the case of actual practice); hence are thus suggested rather than definitely specified.

Fourth—In order that there might be a place for the assemblage and classification of the smaller concrete objects, such as street signs, lamp posts, letter boxes, paper receptacles, park settees, street electroliers, street cleaning machinery, and a thousand and one other articles employed in the construction and maintenance of a city, a building to be called the Municipal Art Building might be erected.

The proposed scheme is so broad in its scope and so comprehensive in its opportunity as to render difficult a concise statement. Its general purpose is to show (1) the progress already made in every phase of municipal development, (2) the most successful methods of solving each and every municipal problem, beginning with the laying out of a city (streets, avenues, parks, etc.) and ending with the public baths, laundries, theatres and telephones, having run the entire gamut of municipal problems and city conditions, and (3) how art may be combined with utility so as to make the city not only the most effective industrial, commercial and social unit, but also the most attractive and the most beautiful.

To this end plans, photographs and sketches should be secured from the most progressive cities of the world, and, wherever possible, the machinery actually used should be displayed. For instance, Chicago should send a working model of the sanitary canal by which it disposes of its sewage. Paris should exhibit its system of sewers. Glasgow might be called upon to portray its well-developed system of garbage disposal and utilization. New York would explain the rapid transit subway it is now building—the most extensive system in the world.

Private companies would gladly display the various kinds of machinery and manufactured products used by cities or private corporations doing municipal work, such as fire apparatus, garbage incinerators, paving materials, water meters, filters, hydrants, etc.,

sewer appliances, lighting systems, voting machines, etc., etc. Wherever possible this display would be supplemented by practical illustration. Fire companies from various cities could give drills showing latest and most approved methods of fighting fires and saving life. The streets of the Exposition would be cleaned in the best possible way, and garbage disposal works erected upon the grounds.

In other instances, where it is impossible, owing to lack of space or of facilities for doing the work, stereopticon views and moving pictures could be used very effectively, and the visitor to the Exposition thus enabled to see what the cities of the world were doing for their citizens, without visiting them personally.

Particular attention should be paid to public art, and the cities of the world sacked to secure the most artistic lamp posts, street signs, guideboards, public buildings, bridges, monuments, parks, boulevards, railway stations, etc., etc. Heretofore, principal attention has been paid to utility, but the fact is now becoming widely recognized that art and utility can easily be combined, and that the public appreciates, yea, even demands, the most artistic, rather than the hideous or even the commonplace.

Such an exhibit of models, photographs, sketches and drawings from the world's cities would be one of the most attractive features of the Exposition, in connection with which there could be held an International Convention upon Public Art. Two have already been held in Paris and Brussels; the third is soon to be held at Turin.

The advantages of such an exhibit are so evident as to call for little discussion. The Model City would be an inspiration to every city dweller and public official. It would show in a way which no one could escape, the possibility as well as the advisability of solving every problem in the most effective manner.

The increasing concentration of population warns us that every social and political problem is to be settled, if settled at all, in the cities, and with city conditions plainly in mind. From one-third to two-thirds of the inhabitants of every progressive country reside in cities over ten thousand population, and the censuses just being taken indicate that we have hardly crossed the threshold.

Yet, up to the present time, there has been no specific effort

made to interest the city visitor. No exposition, little or big, ignores the agricultural population. It is safe to say that a large majority of the visitors of any exposition comes from the incorporated municipalities. Assuming this to be a correct statement, is it not about time that the city, town and village be recognized in some manner befitting their importance? An effort is made to teach the farmer; why not make an equal effort for the benefit of the citizen who has to provide his own government?

The idea is not new. It was presented to the managers of the Pan-American Exposition in the spring of 1899, by a member of the Municipal Art Society. It was widely commented upon by the press at the time, and with universal favor. It received the hearty approval of such men as President Roosevelt, then Governor, who, in his last annual message, recommended an appropriation of State funds for its installation, and of ex-Mayors Low and Strong, Richard Watson Gilder, Albert Shaw, and many others, including city officials of the leading cities. All the Buffalo papers commended the scheme, and one of them said editorially, May 19, 1899:

The Pan-American Exposition could have no educational feature of greater practical value than an exhibit setting forth the progress of municipal government and showing how the best methods may be attained, for in this way the millions who go to the Exposition would be rendered more intelligent on this important subject and could be taught by object lessons what it would take them a long time to learn through reading of newspapers, magazines and books. The Exposition must, of course, depend largely upon exhibits and attractions such as draw the crowds in order to be a financial success, but it must also be borne in mind that to prove of permanent educational value and to rank high among the great expositions of the last quarter of a century it must provide features which will appeal to the intelligence of the people who will enter its gates.

Buffalo failed to adopt the plan, for the simple reason that its space and funds were too limited. If the St. Louis Exposition fails to seize upon the opportunity, it will not be for this reason, for it already has thirty millions in sight and ample area.

Chicago gave to the world "The White City" in 1893, Buffalo its "Rainbow City" in 1901, and now let St. Louis contribute "The Model City."



## PARKS AND TREE PLANTING IN AMERICAN CITIES.

BY FREDERICK W. KELSEY.

The remarkable growth of cities in this country makes the problem of suitable parks and appropriate planting of the streets of pressing importance. The imperative need of parks and open spaces in all densely built centers of population is generally recognized, but the embellishment of streets in urban and suburban communities by a uniform and comprehensive system of tree planting is just beginning to attract the attention the subject deserves. The ideal condition, alike from practical and aesthetic points of view, will be reached when street planting supplements park and parkway development so as to complete a systematic treatment of the municipal area as a whole.

That both local and general conditions are tending in this direction becomes evident from a casual understanding of what is going on in many cities in different parts of the country. Where barren waste or unsightly buildings were formerly objectionable objects, there are now attractive parks for the enjoyment of all classes and conditions of people, and the more this feature of municipal growth is developed the more general and widespread is public appreciation. The location and initial improvement of Central and Prospect parks were at the time looked upon by many public spirited citizens in New York and Brooklyn as an experiment. Similar doubts and misgivings were indulged in regarding the more recent acquirements of the larger park areas above the Harlem River. Now all Greater New York is interested and in earnest in developing the newer park lands representing an investment in New York and Brooklyn boroughs of many millions of dollars, and in continuing the policy of securing more parks, squares and playgrounds with a liberal appropriation for this purpose every year.

With the completion of the system of parkways, by which the larger parks will be connected under continuous park treatment

and control from Central and Riverside parks, through the Bronx, Pelham Bay Park and return, Greater New York will possess one of the most complete and valuable park systems of the world. The improvement of the new park lands in Brooklyn Borough, together with Prospect Park—now one of the finest public parks in this country or in Europe—and the acquirement of a marine park at Coney Island—the one essential feature yet unprovided—will make the New York parks the pride of every resident of the city. Nor should the development of the park plans for Richmond Borough be overlooked. This improvement, with the small parks and playgrounds now under advisement or in process of development in various parts of the city, will round out the park features in the greater city to the enjoyment and enlarged benefit of the present and succeeding generations.

**Lack of Foresight Costly.**

Even the smaller cities and towns all over the country are making rapid progress in all that pertains to successful park development. True, in some communities procrastination in acquiring park lands has been costly. Newark, New Jersey, and the lands recently acquired for the Essex County park system in that vicinity, furnish a striking object lesson in this respect. The more than two hundred acres in the Branch Brook Park acquired within the past six or seven years at a cost of more than one million of dollars, could have been purchased not so many years before for about one-fifth of that sum. The same is true of the native woodlands for the mountain parks of that system. A few years ago those lands were deemed by some of the owners hardly worth the taxes, yet the same lands now represent a cost for parks of from one hundred to three hundred dollars per acre.

The rapid growth of nearly all urban communities makes the experience of one community in respect to expense for delay applicable to all. Both New York and London are paying a fabulous price for the lack of forethought in not reserving during the earlier development of the cities suitable breathing spaces and playgrounds about the public schools and in various portions of the densely built sections now being acquired for this purpose. The map of London is thickly dotted by the marks indicating these places, and the public debt of the city tells the story of costly experience. New York

and other American cities are making a similar record, and from present appearances will thus continue for a time in the future.

**Value of Parkways and Boulevards.**

The requisite parkways for connecting the larger parks into a continuous park system, are not always correspondingly expensive, even where not reserved under some original plan, as a greater portion of the cost in acquiring the necessary land or right of way is not infrequently assessed on the abutting property. But it is only within the past few years that connecting parkways have been deemed necessary. Most of the larger parks in this country were laid out and acquired separately, without regard to extending park treatment by connecting parkways. In other words, the park systems of to-day as being carried out in New York, Chicago and elsewhere under the plan of uniting the parks into a harmonious whole, are strictly modern and very recent undertakings. That this will everywhere meet with emphatic approval and general appreciation by the public can not be questioned. Isolated parks have few attractions outside of their own boundaries and available convenience to the population served. A system of parkways broadens the improvement to the convenience and advantage of the whole community, enormously extending the beauties of nature along the parkways, and makes the connective feature always a source of variety and enhanced interest.

In many cities existing avenues or streets are being utilized, for in densely populated portions new parkways, convenient to the mass of population and directly in line of the larger parks, are impracticable owing to the great cost of acquirement. In Chicago, the boulevards connecting Lincoln Park on the north, with the West Side parks, and these with the South Side parks, have been formed the entire distance by the use of streets originally opened for ordinary traffic and later put under control of the park department for parkways. Seventy-second street, New York, was by special legislation some years ago, made the connecting links between Central and Riverside parks.

Where existing streets are thus utilized, the cost of improvement as compared with the cost of an entirely new parkway is nominal. With suitable plantings, provision for bicycle and vehicle traffic, park road construction, sprinkling and the control vested in

the park department, an ordinary street of the usual width may become a most accessible, attractive and valuable part of a park system.

One of the difficulties in the way of utilization of existing streets for parkways is found in cases where such streets are desired by the street railway companies for traction purposes. The question then becomes one of public requirements on the one side against corporate greed and aggressiveness on the other. Such a contest is now being waged over one of the great county avenues leading from Newark to the Orange mountains. Two of these avenues were included in the plans of the Essex County Park commission as necessary parkways connecting the principal Newark park with the larger mountain reservations. The control of the avenues is vested in a county board, with minor or collateral rights held also by the municipal authorities in the cities through which the avenues extend. The traction interests of the county, now consolidated into one huge corporation with millions of watered capital, had previously secured favorable franchises for all of the other county avenues leading out from Newark. The usual methods of private corporations in controlling public boards in their own interest are being pushed with great vigor. This is going on in an intelligent community where the parkway plans have been made public; where it is known that another route for the trolley extension would better serve public interests irrespective of the irreparable loss of the parkways. The lessons from the recent elections in New Jersey and New York would seem sufficiently decisive to cause public officials to be somewhat cautious in committing their constituency to an irremedial public injury in following the recent Philadelphia example at the behest of private corporations. The outcome of this situation will be watched with interest by those interested in parkway development.

#### Small Parks.

In the attainment of large parks and connecting parkways, the small parks should not be overlooked. Nothing yields larger returns than the open oases in the crowded tenement-house districts of our metropolitan cities. Thither thousands flee in the hot, sultry days of summer to breathe the fresh air. There the children congregate to enjoy their sports, leaving the crowded streets for traffic.

And if any one doubts the wisdom of small parks, let him visit any one of the small parks opened in New York within the last decade. Nothing is dearer to the hearts of the people, and the failure of the last administration to follow the constructive policy of Mayor Strong in this direction was a factor in the recent election.

A good instance of what private citizens may do when the city is slow to act or negligent comes from Chicago. At one of the intersections of three streets upon the North Side, there is a triangular plot—too small for building purposes and too large to be paved and made a part of the street. For many years it was used as a dumping place, unsightly and unsanitary in every way. One of the adjoining property owners—Mrs. H. H. Kellogg—seeing how greatly the locality might be improved besought the park authorities to act. Little was done, however, and in sheer desperation, she appealed to her friends, and finally succeeded in planting the area with trees, shrubs and flowers, making it one of the prettiest little parks in that portion of the city.

#### Park Systems of the World.

The best solution of the park problem, in its general aspects, must be determined by local conditions. Nearly every city has its peculiar features. Many of the European cities within the last half century have torn down the old city walls, filled the moats and in their place constructed spacious, tree-lined boulevards. Every visitor to Brussels, for instance, is instantly impressed with the beauty and appropriateness of the Boulevards du Midi, de Waterloo, du Regent, d'Anvers, du Jardin Botanique and the others that surround the old city of Brussels, where once stood the ancient city wall.

Paris, with its numerous tree-lined boulevards and extensive suburban parks, represents another solution. The French people are unusually fond of sports and recreation. To afford ample facilities, it was necessary either to condemn large areas within the city limits, the expense of which would have been enormous, or to go outside the boundaries of the city and purchase large tracts. The latter was considered preferable, and now over 20,000 acres may be reached by an afternoon's excursion from the city. Conditions in Vienna are much the same, except that the plan has been

adopted of grouping public buildings, and of surrounding them with small parks, which add greatly to their beauty.

Amsterdam and some of the other cities of Holland, where canals to a considerable extent are used in the place of city streets, have planted trees along the margins, which offer refreshing shade, and their green foliage relieves the monotony of the buildings.

Edinburgh, taking advantage of the peculiar topographical conditions, turned the hollow between the old and new towns under which run many railroad tracks, into a park. Along one side runs Princes street, the principal business street of the city. And thus Edinburgh has a business district unlike every other city.

London is principally characterized by the large number of small parks, many of which until recently have been owned by the adjoining property holders, but which are now being municipalized as rapidly as the County Council can arrange.

Boston is everywhere known for its metropolitan park system, which joins together the many suburbs of Boston and the parks on Massachusetts Bay.

The superposition of radial avenues upon a rectangular street-plan necessarily produces at intersections unoccupied areas of considerable size. The original plan for Washington, D. C., which has been closely followed, provided for the planting of small circular areas at the larger intersections with flowers, shrubs and small trees. In many instances statuary has also been utilized, and without doubt Washington is the most beautiful city, from the viewpoint of parks and boulevards, in the United States.

In Chicago one finds a broad scheme of connecting parkways carried to successful completion. Even starting at the heart of the city one can select a parkway running either north, west or south, which will soon take him to a small park, then to a larger one, until miles and miles have been covered without leaving the parks or boulevards and without having covered the same ground twice. Much is also made of the lake, the only criticism being that so little of the lake front near the heart of the city has been utilized for park purposes. Private corporations seem to have crowded the city out of its rights. Of course, most of the water front must usually be used for commercial purposes, but few cities have utilized the advantages nature has given them. Every city of any size is



located either upon tidewater, lake or river, which afford cooling breezes during the heated portions of the summer. San Francisco has a bay park. Philadelphia's Fairmount Park is admirably situated along the Schuylkill river. The Federal government at Washington has reclaimed a considerable tract along the Potomac, and New York has added to its beautiful Riverside Park a few smaller parks along the East River. But New Orleans, St. Louis, Cincinnati, St. Paul, Buffalo and many other cities have not utilized the natural advantages which their locations give them. And New York needs ocean, river and sound parks, with connecting parkways to bind them all into a uniform system.

#### *Trees in Streets.*

Appropriate and effective street tree planting may be undertaken quite outside of park or parkway treatment. As tersely stated by one excellent authority, "the great want in modern cities is trees." The treeless condition of the residential portions of many of our American cities, the bare aspect of the streets is evidence of the truth of this observation.

The systematic use and care of trees on the public streets is more and more engaging attention. Climatic conditions cannot be changed, but suitable street trees remove many of the discomforts in summer and are nowise objectionable in winter. The heated term of the past summer afforded an excellent object lesson in this respect. The restful green and refreshing shade of the streets having trees as compared with those open to the glare of the unprotected sun rays were in marked contrast. The transformation produced by well-planted streets is always attractive. The favorable results in improved appearance, general attractiveness and comfort during the summer season are out of all proportion to the comparatively small cost. This is to be seen especially in Washington and Minneapolis, where a comprehensive system of street planting has, under municipal control, been carried into practical effect. Paris, Brussels and some of the other foreign cities also furnish striking examples. In Washington the magnificent lines of street and avenue trees have been planted and cared for by a commission, created as a branch of the district government, having full authority over all street planting matters in the city. In

Minneapolis and some other cities this power is vested in the park commission, with authority to plan, protect, prune and otherwise care for the trees, and in some cases to levy assessments against abutting property for other street improvements.

Under the Act of March 28, 1893, New Jersey has the requisite legislation enabling any city, township, borough or village to inaugurate a street tree planting system as a part of the city's function. The city of Passaic was one of the first cities to adopt the law, and about 6,000 trees have already been planted there by the commission appointed under the Act. One of the most favorable features of the law is that under its operation any or all streets can be planted uniformly, with a consistent, continuous treatment, rather than the incongruous planting usually carried out—owing to the diversified tastes and ideas of different property owners—in the absence of a comprehensive plan of dealing with a street as a whole.

#### **Municipal Action Necessary.**

A definite plan for all municipal improvements is necessary. In tree planting, as in the matter of water supply, sewage and other problems requiring the use of the streets, the best results obtain under a commission having full authority. Indeed, concentrated authority is requisite. No one would favor a plan by which each property owner would attempt to put down a sidewalk or pavement in front of his premises to conform to his particular notions. The "hit or miss" plan of street planting is open to similar objection. Some trees on a street are, however, unquestionably better than none, but where the work is undertaken by a competent commission uniformity, economy and other practical results follow for the benefit of all. When public sentiment in the various states crystalizes into law, empowering municipal authorities to carry out a system of street planting, as parks and other local improvements are now made, we shall have still more attractive cities with parks and parkway advantages enlarged and enhanced in every direction.

In Washington these important improvements have been inaugurated in reverse order. The beautiful lines of street planting are now being supplemented by the connecting parkway system, under plan of the architects and the committee of the Senate having the matter in charge. With these plans for the park system

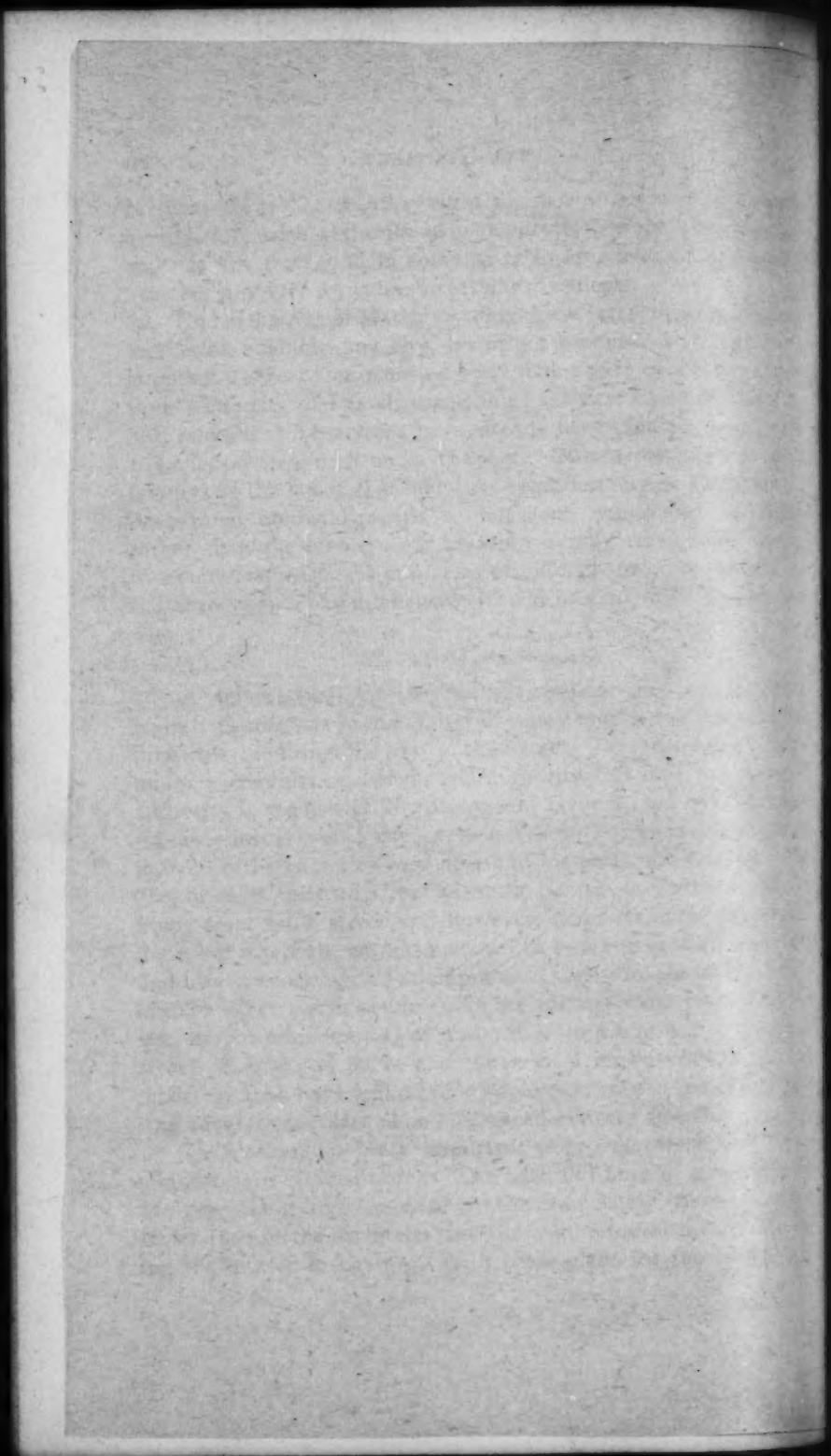
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carried out, Washington, with its broad planted avenues and shaded streets, will be one of the most delightful residence cities, and an object lesson in park and street planting matters for other cities of the country.





NEW YORK CENTURY CLUB BALCONY.



## PLANT DECORATION.

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BY KATHARINE C. BUDD.

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[NOTE.—The sketches used as illustrations in this article have been drawn by Miss Budd.—Editor.]

A walk through our city streets, between the uninteresting rows of brown-stone houses, reveals little variety and less good taste in the tiresome perspective of windows, commonplace "stoops," meaningless cornices stuck on at any convenient height and location. The new buildings replacing the old are generally well studied and artistic. By contrast, their neighbors look even worse. At first sight it seems hopeless to suggest any improvement short of tearing down the front. But if for a moment one glances at additions common in old continental cities, he will see how the love of the beautiful is manifested in picturesque changes in the plain old stone houses. The balcony, full of gay plants, the fountain at the corner of the street, the oriel window and graceful tower, in mass of color or variety of outline, improve the appearance of the town.

Any traveler fortunate enough to visit one of the quaint old Swiss or French towns, when *en fête*, will retain a lasting impression of the effect of floral decorations, both transient and permanent. In Bern and Thun, for example, the houses jut out beyond the street line, the sidewalk passing under the first story, a series of heavy arches supporting the buildings above. There is not an inch of greensward, not a tree in sight, but everywhere on the wide window sills and iron balconies rest boxes and pots, overflowing with flowers and climbing vines. A cold, lifeless sketch in black and white gives no idea of the beauty of the creamy greys of the stone, brightened by the vivid flecks of color.

Our unkindly climate discourages a display of this kind. In summer most of the city houses are closed, the short seasons of spring and fall are over before one has time to plant and enjoy his window gardens. In one case an early frost blighted the plants

three days after they were set out. Yet here in New York a special effort should be made, as there is but little green to relieve the monotony of stone and iron. Our trees die; if not destroyed by the leakage of gas pipes, they are ruthlessly cut down by the first unscrupulous contractor or gang of street commissioners. In other cities the generous width of the streets permits the development of two or even four rows of trees, which are cherished by the municipal authorities, trained, enriched and renewed when necessary. The graceful mass of foliage which softens and conceals defects, while it enhances the beauties of architecture, is impossible in our overcrowded city. Even that bit of color, the tiny lawn in the front area has disappeared to make way for hard blue flags. One friend is left us in the vine which covers the commonplace churches and house fronts, draping the stupid, ill-designed ornament and clumsy porches, thriving in spite of heat, dust, neglect and abuse. We owe a debt of gratitude to the ampelopsis and the wisteria.

One of the most attractive features of European life, the custom of having meals served out-of-doors, is gradually becoming more popular here, adding much to the pleasure of the summer months, which some must pass in town. Our German citizens first, importing their home habits, divided from the highway by portable screens, refreshing and comfortably shaded gardens. Ivy, planted in long boxes of convenient size, is trained up over a light framework five or six feet high, which may easily be removed in winter to a sheltered place, leaving the sidewalk unobstructed. This pleasant fashion is ascending the social scale. The best restaurants and some of the clubs are now provided with glorified beer gardens. When these are on the roof, a score of stories above our heads, the brilliant illumination after nightfall is the only thing which adds to the decoration of the city. But, at the sidewalk level, we gain from every addition of this kind: the fresh green of the flourishing privet hedge; the urns, overflowing with flowers; the graceful balconies, gay with rows of plants, while they add to our comfort, constantly appeal to our love of the picturesque.

The high, heavy wrought-iron railing, extending across the front of the house, has little excuse for existence in our peaceful cities. Where it encloses a courtyard, or garden, the effect is fine, but frequently it simply guards a few bluestone flags and two base-

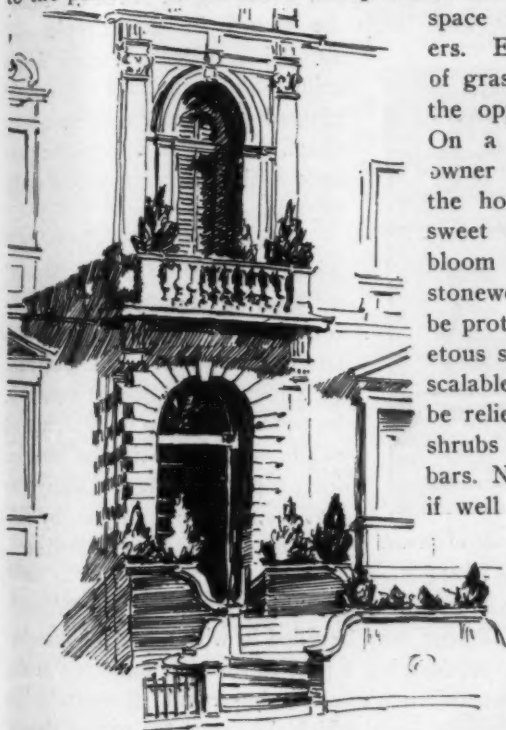
ment windows. The owner of such a railing has a duty to perform to the public. He should bank up the earth in his area, filling the

space with brilliant flowers. Even a well-kept bit of grass is a relief behind the oppressive black bars. On a corner house the owner might plant, next the house, a row of tall sweet peas, which would bloom brightly against the stonework. These would be protected from the covetous small boy by the unscalable fence, which might be relieved at intervals by shrubs placed close to the bars. Nasturtiums flourish,

if well watered, under circumstances which would discourage most flowers; a bed of pansies will grow in a shady spot; indeed, the list of hardy flowers is a long one,

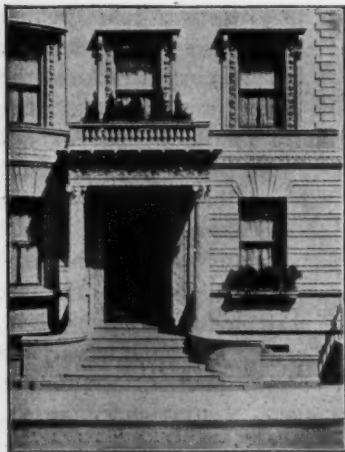
if one searches with a hearty desire to enrich his tiny garden.

The problem of making the best of every inch of space has been carefully studied in the smaller parks on the continent. Of course, in the old country, labor is cheap; gardeners are continually at work, removing each wilting plant or faded leaf; their set designs are as perfect as a mosaic floor. Let us hope that the torturing of poor flowers into an imitation of painted scrollwork will never be overdone here. A little is quite in keeping with, and greatly adds to, architectural effects. Several of our modern palaces are surrounded by good examples of landscape gardening in miniature. The renaissance type looks best with formal beds and



ENTRANCE WITH EVERGREENS.

stiffly trimmed trees, while gothic houses or churches should have undulating velvet lawns and irregular grouping of shrubs. Many suggestions of this kind may be found in the simple old English gardens, where fountains and sundials, quaintly clipped shrubbery and box-bordered paths form a welcome prelude to the brick and stone walls beyond.



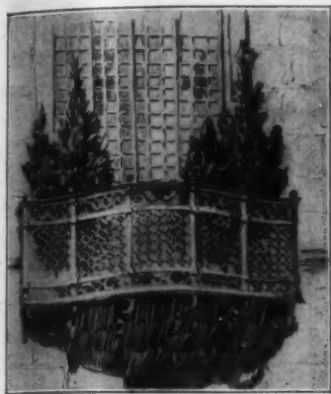
BALCONY AND WINDOW DECORATIONS.

in pots on either side of the door.

In the familiar adaptation of the "high stoop" to the "American basement," the old door may be filled in with a small conservatory projecting over, yet forming a part of the new entrance at the basement level. The modern "American basement" frequently has a balcony over the entrance door, which the fortunate owner should fill with plants and creepers, trailing down over the balustrades to the cornice below.

In planning the new home, which should express in its well-proportioned exterior the individuality of its owner, let one of the first requirements be cleverly-contrived places for flowers, the delicate ones shielded by glass, the hardy on balcony and porch. In the house of an architect of original ideas, a wide, low window in the hall directly above the front door is kept constantly filled with rows of primroses or other gay flowers in season. One realizes how much these add to the attractiveness of the house by noticing the vacant appearance when, in changing the pots for fresh ones, the window is left empty for a short time.

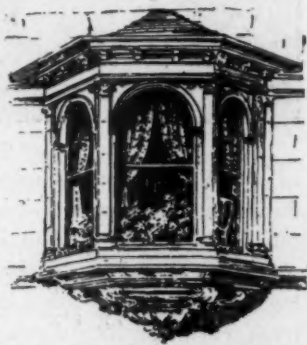
Bits of wrought iron add greatly to the character of the house to which they are attached. The history of the various pieces



BALCONY IN VENETIAN IRON WORK.

found in a great city would form an interesting story. Here in one house is a large gate brought from Switzerland, of free and graceful scrollwork, well designed to fill the space occupied. Next door, we see a coquettish marquise of pronounced French type. Across the way, the rail and guards are of the quatrefoil, the repeating pattern of the Venetians. In a neighboring street is an elaborately-hammered swinging crane, which formerly graced the shops of a blacksmith in the Tyrol, which, espied by its present owner, was carried off in triumph to grace his city home. But all this is "another story"—it would not come within the scope of this article, save that flowers and vines seem intimately connected with the light, strong lines of the wrought-iron work. There is no better way of displaying flowers than on an iron balcony, and no more interesting details connected with a house than those of metal.

In other countries, we see frequently, lovely little fountains or medallions in honor of saint or Madonna, with floral offerings before the image above. The utilitarian spirit of our age forbids a similar display of sentiment in public. Fancy one of our citizens perpetuating his love for two of his friends by erecting a tablet on the front of his house to commemorate their virtues! But such a tablet, sculptured four hundred years ago, is still to be seen in Venice. Since, therefore, many means of expressing our feelings are denied



INTERIOR WINDOW FLOWERS.

us as not "good form," let us make the most of those allowed; we can always show by choice and care of flowers an outward and visible sign of the love of beauty within.



A STREET CORNER IN THUN.

of a well-arranged window is not to be resisted. Among the florists we daily pass, a few of the more modest appeal strongly to our higher nature. We enjoy the great spreading ferns, each placed so as to have all the elbow room it needs; the primrose yellow of a hanging mass of orchids, the large palms and small trees, each of which displays its own characteristics, while forming a background for roses or lilies, growing in earthenware pots, or cut, with long stems, which show through tall green glass vases.

The florist in New York has a great field for display. No other shop boasts of wares as attractive. We may gaze at rich lengths of lustrous silks and splendid velvets of every shade in one window. In the next, we see the narcissus and lily, ferns, masses of azaleas, or perhaps wonderful orchids, white, green, gorgeous yellow and orange, rose and violet. The design brocades is often suggested by flowers; we are accustomed to the original and do not appreciate it as we do the copy. No matter how busy we are, the temptation to linger for a restful examination



Flowers in the city may be rented from the florist, who will undertake to supply all deficiencies, renewing the pots as the old flowers fade. In turning the

care of our boxes over to others, one loses much pleasure, but unless one has "the gardener's hand" his labor is apt to be in vain; bad luck is sure to follow him. In England window plants are astonishingly successful. Even in the ordinary lodging-house, too often frowsy and uncared for, the window boxes bloom freely. Guests lose sight of many negligences while admiring the brilliant geraniums. The over-worked maid servant is expected by the landlady to attend to them daily, removing every dead leaf and flower. Boxes there are filled with pots covered thickly with damp moss. As the plants cease blooming, they are readily replaced by fresh ones. All plants ex-

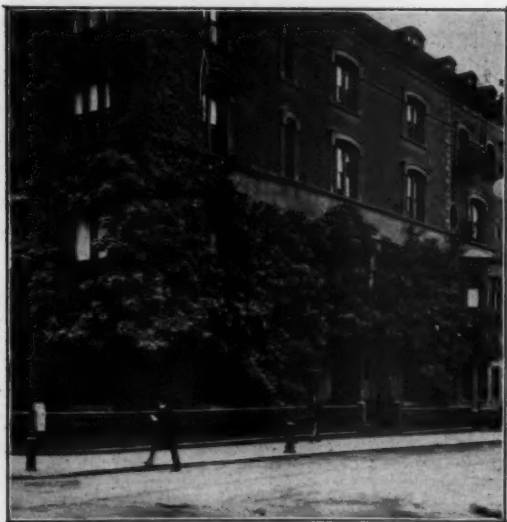


BORDEAUX CITY GATE.

posed to the dust need a frequent, thorough washing, as well as the daily sprinkling. This is especially the case with evergreens.

A succession of flowers in the window box may easily be planned. For instance, the narrow, old-fashioned brownstone house, in the middle of the block, may have growing from the area, a wisteria, carefully trained to run up along the main lines of the house. In the circular-headed basement window long sprays of an English ivy will cover the upright bars of the usual iron guard; above in the single wide window next the entrance, a box of gen-

erous width, of the same color as the sill on which it rests, with



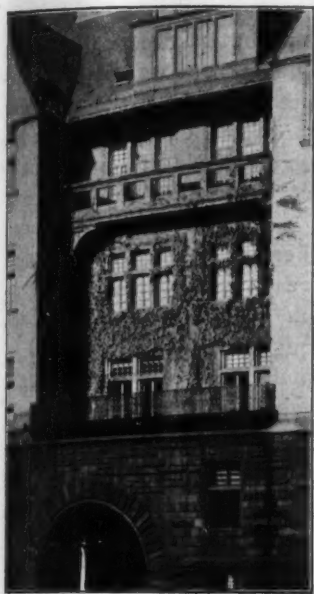
WISTERIA—CALUMET CLUB, N. Y.

of the ivy-geranium, the color contrasting richly with the dull brownish grey of the stones. This plant, with a little daily attention, blooms freely all summer, the fresh waxy leaves and graceful, loosely growing sprays lasting until, late in the autumn, they are touched with frost.

Instead of placing the window box, as usual, on the window sill, it may be set at the top of the iron window guard, about eighteen inches above the sill. The plants will take the place of the white sash curtain in screening the room, while permitting the inmates to see over and under the box. Of course, some kind of a screen is necessary in order that we may live our own lives without taking our neighbor across the way too much into our confidence. Why not endeavor to arrange this with growing things? If long trailing vines at the sides, with wire baskets of ferns at the top and a bright mass of azaleas on the floor, could replace the ordinary lace curtains, we would be the gainers. Boxes of English ivy well repay the slight effort necessary to keep them in healthy condition. A graceful balcony, with two or three great pots of

trailing vines drooping over the front till they mingle with the ivy below. In the early spring-time will bloom in gay procession the crocus, narcissus and hyacinth, inserted in the box in their own little pots, to be easily changed when they cease blooming. As the spring advances, the box will glow with the soft rose

flowers or formal evergreens, is a welcome addition to any house;



IVY DECORATIONS.

the plants should be set at the sides, not directly in front of the window. When a balcony is filled with plants they should graduate from low in the middle to very high at the sides. It is becoming the custom to set on the moulding under the parlor windows evergreens and ivy in a box long enough to reach across the front of the house. The long lines of ivy trail over the heads of the basement windows below, the evergreens are arranged so that their tops form a curved line above.

A great sheet of plate glass in the living room window makes it possible to show a trace of summer through the window.

The humblest plant is often very

beautiful in the house. For instance, the sweet potato and carrot, which in our childish days were a source of great delight, from that first anxious moment when we decided just how much of the interior to scoop out, to that proud day when after weeks of faithful watering we watched the delicate vine or graceful frond hanging over and concealing the ugly bulb. Children should be encouraged to care for flowers. Some poor little city babes lose one of the greatest joys of their existence through being shut out from contact with mother earth. So let us, then, by all means, provide plants for the nursery windows. Little kindergartners learn much of nature through watching the sprouting of seeds. Think of the excitement in the nursery when it is evident that two leaves and not one push out from the tender green stalk appearing above the moist, brown earth. And then the mystery to be explained when the children notice the difference between the

seedlings which develop till the first link is connected with the chain reaching out into the two great botanical divisions including whole families of plants.

A first step in this direction should be followed up by a trip through the parks, weather permitting, or through a botanical garden, with some one who can unfold the scheme of the vegetable kingdom. Fortunately, people who are qualified by a knowledge of botany and geology, and of the secrets of Nature, which make country life one of greatest charm, are coming to the front, proffering their services to conduct parties to beautiful wooded spots in the vicinity of the cities, there to explain the wonderful construction of the trees, the way each is adapted for its situation, and the peculiar beauty of each shrub and plant. Each simple lesson in this line, each thoughtful article published in magazine or journal, with the grace and charm of nature, brought home to us as fully as the light and shade of the camera can reproduce, each has its mission in calling back our natural fondness for the charms of nature. Each instance of this kind shows us that the love is innate, that we can when we choose overcome the initial objection to the trouble and expense incurred in adding to our city homes the touches of beauty, which, constantly becoming more common, will later render our city one of the most attractive in the world.

The churches and settlements have not been unmindful of the influence of art upon the lives of the people, and in many instances have assisted the working people, with whom they deal largely, to use window boxes, plants and shrubs to make their yards, houses and windows more enjoyable and attractive. One of the most important instances in this direction has been the work performed under the supervision of the Hull House, Chicago. Situated upon South Halsted street, in the midst of a very poorly-housed class of people, it organized a committee and raised \$200, most of it locally, to pay for materials and labor. A block nearby was selected, the interest of the people aroused and many induced to plant the small yards in front of their houses with flowers and vines and to use window boxes.

The *Chicago Tribune*, commenting upon this work editorially, says:

As the summer opened this block became conspicuous in its neighborhood for its protected strips of grass between curb and sidewalk, its seventy young elms and poplars, its 800 geraniums and petunias in yards and window boxes, its barberry, hydrangea and spirea plants, its Virginia creeper and other vines, and above all, by the solicitous care bestowed upon these by the residents. During the dry weather water has been carried in buckets and tin cans to keep things green, few trees or plants have died, and the block is to-day an assuring example of what can be done by united effort toward giving a common, dingy street an aspect of taste, coolness, and interest. Every block in the crowded parts of the city would lend itself to similar improvement, and Chicago might thus bid adieu to the unrelieved barrenness of many of those areas. The example of Ewing street should be multiplied a thousand times next season."

Another very successful plan used in Chicago was the decorative planting contest inaugurated by the *Tribune*. Prizes were offered for the best-kept gardens and window-boxes, and over 500 contestants submitted their names, very few withdrawing before the prizes were awarded. The results were admirable. In some instances whole blocks gradually changed their appearance. The majority, who of course did not receive any pecuniary return for the amount of money spent, have expressed the enjoyment they received and will continue the experiment year after year. The improvement to the city can hardly be overestimated.





PEDIMENT OF NEW YORK STOCK EXCHANGE.  
(From model in the studio of J. Q. A. Ward, the sculptor.)

## MUNICIPAL SCULPTURE.

BY CHARLES LOPEZ.

The inhabitants of New York truly have been much favored by nature. What more beautiful surroundings could be desired? Who of us have failed to be thrilled with the resplendent beauty of our harbor and with our magnificent North and East rivers? Approaching the city from the south by its great waterway, it would be difficult to picture a more enticing vista. To the visitor from foreign lands this glorious harbor must certainly present a fitting and impressive entrance to the great metropolis of the western continent. We may safely rest assured that no other large city in the world can so justly boast of such lavish gifts from nature's hand, and every New Yorker, no matter what his status be, is thoroughly cognizant of this.

Go on any of our harbor pleasure boats on a holiday when they are well crowded; if it be a fine, clear day, nature seems to envelop



one with her warm caresses. Mingle among the masses, and it will be proved to what extent the people are capable of absorbing the beauties about them. How that masterpiece of engineering and art, the Brooklyn bridge, invokes their admiration. But the new

bridge, a little farther up, is passed without comment. What calls forth their admiration in one, while the other is passed by with indifference? The same instinctive impulses that enable them to recognize a discord in a piece of music.

If we follow the island of Manhattan along its west side, we are accompanied all the way by the Hudson river—a flow of water so noble and girded by scenery so varied and fascinating that when seen at certain times of the day, as in the early morning or at evening, when the sun is setting and bidding us farewell before its sojourn beyond the stately and solemn palisades, we are transported in an ecstasy that can be much more easily felt than expressed. To the north of the island, the picturesque Harlem winds its way, and along the east side runs the swift, busy stream—the East river; and far beyond, to the northeast of the island, we have the Sound—that handsome open stretch of water. Can any better place be offered for the site of a great city?

Thus we see how especially favored we have been! What a masterpiece Nature created for the founding of a city that should, and must, take its



KING ALFRED.

(Unveiled at Winchester, Sept. 20.)

place as the most precious and most brilliant jewel in the crown of Mother Earth.

Now the question before us is: What have we done, what do we intend doing towards developing the natural forces to which we

have fallen heir? We have partly nurtured the gift intrusted to our care, built, as it were, a strong, healthy youth, but abandoned and left him to shift for himself, before fully equipped to enter the race. His tutors have not always given him their best, and if they have, it has not been always of the right sort. All of us know that there was never a great city without its having been beautiful; whether it was a city of ancient Egypt, of Greece, of Italy. A city must be beautiful; its monumental character must clearly and distinctly speak of its people to rank among the first cities of the earth.

And sculpture is the alphabet of expression, and through it a nation's noblest sentiments are proclaimed. It is to be used like so many letters, its grandeur and ennobling influences depending entirely on their grouping.

We have a splendid system of avenues (that is to say, as far as the length and width are concerned), and, as a rule, well paved. A Speedway, the like of which it would be difficult to duplicate. A perfect system of sewerage. A city most brilliantly lighted—better, I think, than any city in the world. Transportation, almost perfect



SOLDIERS' AND SAILORS' MEMORIAL MONUMENT,  
RIVERSIDE DRIVE, NEW YORK.

(From model, C. W. and A. A. Stoughton, architects.)

in its minutest detail. In short, everything that goes to make New York the great commercial city of the globe. But why not make it beautiful, so that we can rank in art, as we do in commerce?

It will be said that there is an Art Commission for the city of New York. This is true, but its powers are extremely limited, and naturally fail to accomplish what all would greatly desire. Its power is simply to pass upon the artistic merit of sculpture or of painting, and upon its proper placing, as far as possible. But this

last and very important part is rarely successfully fulfilled, since our miscellaneous architecture is generally so unfortunately situated as to afford little or no setting for work of a monumental character.

It is for the regulation and planning of avenues, of open places, of heights of buildings, of bridges, of street



GRANT'S TOMB, MORNINGSIDE HEIGHTS.

fixtures and of monumental structures, that an art commission could accomplish much inestimable good. The appointment of a body of men to pass on artistic matters, relating to the beautifying of a city, is nothing new. Very nearly all the large cities of Europe, at least those which are known for their monumental richness, have had and still have a municipal art commission with great powers.

Since it enters more particularly into the scope of this article to judge from a sculptor's standpoint, I will naturally dwell most strongly upon its monumental aspect. We do not question that there are many statues all about us, but the vast majority are so

out of place with their surroundings, that in the great count they speak but little towards making the city beautiful. Sculpture in its grandest sense must always form an integral part of the architecture of a country. It is not that a building without sculpture cannot be good architecture, for we know that there have been some creations of the architect in that line, that are models to be followed, where sculpture played so small a part that it could have as well been eliminated. But sculpture must respond clearly

to the surrounding architectural conditions. Certainly this will come about as the sculptor is given the opportunity to identify himself with buildings of a monumental character.

At the Battery is a place that happily has not suffered from the effect of the neighbor-



RICHARD M. HUNT MEMORIAL,  
Opposite Lenox Library.

ing tall buildings: for the high walls about its half-circle give rather an agreeable and imposing setting to this historic landmark, and no doubt when the Naval Gateway is built, a most gratifying monumental result will be obtained.

The most successful result in sculpture as applied to exterior decoration in this city was seen in the Dewey Arch, with its colonnade. The result then obtained was certainly most gratifying. We all had a splendid opportunity to judge for ourselves what an important part sculpture plays in a decorative scheme, when ju-

diciously handled. Since the destruction of the work in question, I cannot recall in New York any place that, in monumental effects, compares with those of European cities in general.

The accompanying illustrations tell partly the grand system of their decorations, but the photographs, most necessarily, giving only one point of view, fail to convey a thorough understanding of the grand unity of the scheme adopted.

A sculptor, whether called upon to develop, in conjunction with the architect, a sculptural scheme of great importance, or simply to make the most ordinary forms of sculpture, as supports for street lights, signs or mere toys, must always give the best that is in him. For, even in these minor things, there must always be retained, as in works



STATUE OF WASHINGTON, SUB-TREASURY, N. Y.

of greater importance, a true feeling and clear perception of style. It is only by putting some art into the things ordinary in objects of every day use, as did the people of the Middle Ages, that

we can ever hope to attain like them a greatness in art.



MONUMENT TO ADMIRAL FARRAGUT,  
Madison Square.

but the grand heritage they have left us smooths our course and opens the way for the development of a school of art which should rank among the greatest the world has ever known. This end can be greatly aided through the co-operation of the state and the studio, to be attained by a body of men from the artistic professions, empow-

It is not to be expected to arouse an enthusiasm for sculpture at the mere command of it; it is of slow development. We can learn a great deal of the Greeks and the Renaissance, but neither the former with their gods nor the latter with its complex thought is wholly suited to our character. To most of us they are too foreign,



COLEONE MONUMENT—VENICE.



ered by legislative acts to pass upon matters pertaining to municipal art. This has been done in all the great cities of Europe, prizes being awarded not only to the architect and sculptor for the best four or five works erected during each year, but, if it be a private building, the owner is encouraged by receiving a medal of bronze and by reducing his taxes.

It is difficult, almost impossible, to speak of sculpture in a monumental sense, without referring to its relation to architecture, and it is in this capacity that it fulfils its greatest and most important mission. What rare opportunities were available in such places as the Concourse, Madison or Union squares and a score of other places on Manhattan Island, and still available in some of the



PROPOSED EMBELLISHMENT OF DETROIT HARBOR.

(From drawing, McKim, Mead and White, architects.)

other boroughs. How greatly important it is to decorate our large, open places with buildings and sculptures of an attractive character. There has always been a necessity for open places in a large city, to facilitate the maneuvers of great crowds, and to give such places a dignified character is no easy problem, especially when surrounded by buildings. Happily the solution was found for us in the early eighteenth century. The buildings about these open places, though each of distinct independence, are successfully united by imposing architectural and sculptural features which would suggest a harmony and unity of plan. If a statue was placed in a park, on an avenue or upon a building, it was put there invariably with a clear understanding of its relation to the surroundings.

We have some statues in New York, considered by critics as bad, but if they were appropriately placed, their defects would not be so apparent. With nearly all of our statuary, this defect

of placing is deplorable; the statues are scattered without the slightest thought of their surroundings. A large figure is placed where a smaller one would be better; a standing statue, where a seated one would prove more harmonious; and some statues where it would be better to have none. Statues and monuments are often scattered about like so many letters without forming one grand word to tell of the sentiment and character of its people. Discordant music could not possibly be worse. A happy exception to the rule is the Dodge monument in Herald Square. This work is well thought out in relation to its surroundings.

#### *Sculpture in History.*

A glance will show us how sculpture has been fostered and utilized by the countries of Europe and can easily be traced through their histories. Follow the various periods of sculpture from the times of the Egyptians, the Babylonians, the Assyrians, Phœnicians, Greeks and Rom-



TRAJAN'S COLUMN, ROME.

ans down to modern times. The Ancient, Christian, Byzantine, Mediæval, Renaissance, and finally the modern sculpture partakes of the life and character of the age in which it lived.

Look at the glories of Athens; the greatness of a nation's his-

tory does not depend on its size. Greece was one of the smallest of European countries, but by the stupendous influence of a few Athenians in the time of Phidias, she came to be the foundation of inspiration for other lands. The pride of Greece centered, not only in her warriors and commercial wealth, but as well in her philosophers and her monuments. What Athenian was not justly proud of his Acropolis, where stood on an elevation several hundred feet above the city proper those mighty temples and statues? The Parthenon, that architectural and sculptural triumph, was a continual source of joy to the people.



FONTANA DI TREVI, ROME.

Again the Romans had their own Forum where the people gathered to discuss great questions of public importance. That was a spot quite different from our present street corners. It was a fitting place, by reason of its monumental grandeur, for events of national importance. On this hill stood the golden milestone from which distances were measured to the most extreme limit of that mighty empire. Here, likewise, was the Temple of Saturn and

the Arch of Septimus Severus. Then there were the monuments raised to great achievements, as the Colonna de Marco Aurelio, the Colonna Trajana, and those splendid open places, the Piazza Colonna, and later, the Piazza di S. Pedro.

Besides, almost all the cities of Christian Europe had their cathedral squares. How imposing is that majestic flight of stairs built in the very heart of Rome, decorated by statues of old Roman gods taken from the Baths of Diocletian! There was no especial reason why these stairs should be grand and commanding, but the project was thought to enhance the beauty of the city, and it was built. It was down these steps that Rienzi, the last of the Roman tribunes, fled, bleeding from twenty wounds, only to fall dead at their base. The



STATUE OF CHRISTOPHER COLUMBUS, GENOA.

Parthenon is worthy of note, as is also that famous Fontana di Trevi and the Church of Trinita di Monti, with its impressive approaches.

Almost every city of any importance throughout Europe shows forcibly a living pride in all works of a public character; Palermo, with its squares and great statues of noted churchmen; Venice, with its lovely Piazza della Signoria and that renowned

work, the Coleone; Genoa's L'Acquasola and its grand public square, in the center of which is the Victorio Emanuëlo monument and that of Christophó Colombo.

What have we to mention along with London's Trafalgar Square, the Houses of Par-



FALL.  
FONTAINE, RUE DE GRENELLE.

liament, Westminster Abbey and St. Paul's?

Paris is even richer. Can we figure having in New York such an imposing place as Place de la Concorde, or the equally harmonious spots, the Place Vendome, Place de la Bastille, or a stretch of buildings as those of the Louvre with its exquisite gardens of the Tuilleries? Then Paris has its Arch de Triomphe, Porte St. Martin, L'Opera, with its sparkling and effective sculptures, and two world-famous fountains, those of St. Michele, and of Rue de Grenelle.



WINTER.  
FONTAINE, RUE DE GRENELLE.

In Berlin, we have the handsome Brandenburg Gate, the Royal Museum with its superb situation fronting a park and that most renowned of thoroughfares, Unter den Linden. And here is Schiller Platz, with its well proportioned theatre. In Munich, too, see how successfully the public scheme of architectural effect is carried out

in the Marine Platz, and in Nürnberg the Shöne Brunnen monument. And so it is all through Europe. It is seldom one goes to a city be it large or small, that he is not struck by the civic pride shown in its people.



SCHOENE BRUNNEN—NUREMBURG.

What have we in the way of public fountains outside of small and unimportant ones in our parks? Many rare opportunities offer themselves at the intersection of some of our streets. We need fountains badly; outside of half-a-dozen drinking troughs about Manhattan, if we except the highly useful but inartistic hogshead, which is also the saloon's cordial invitation to the driver, there is

nothing. I recall the fate of a very charming fountain by the late Olm Warner, which stood at the northeast corner of Union Square. This lovely work was so little protected by the authorities, that after being ill-used by the teamsters, it was only saved from entire ruination by being removed and stowed away.

If we are to make New York the metropolis of the world, as it is that of our country, then we must, as the cities of Europe, devote at least a little time and a little money to things which have so long been neglected.





BRONZE DOORS—TRINITY CHURCH.



PAINTING.  
(From the Hotel de Ville, Paris.)

## THE DECORATION OF PUBLIC BUILDINGS.

A PLEA FOR AMERICANISM IN SUBJECT AND ORNAMENTAL DETAIL.

BY CHARLES M. SHEAN.

### Object of Mural Painting.

There are two clearly defined classes of decorative painting: Pure ornamentation that may consist of figure subjects as well as architectural ornament, and that which impresses a lesson. The first is essentially private, the second public.

The natural and legitimate field of the decorative artist as an embellisher and enricher of interiors only is properly found in those buildings erected at the cost of individuals and not for the uses of the state. Here color for color's sake alone may be, and frequently is, the only proper and rational treatment. The pleasure of the eye, the joy of the senses, is the only aim and object. Let his ballrooms be as splendid, his dining-rooms and banqueting halls as magnificent, his boudoirs as dainty as the sums at his disposal and his skies will permit. For their elaboration all styles of ornament—the flora of the world, the costumes and fashions of all times, the myths and mythologies of all peoples are at his disposal.



THE SCULPTOR.  
(Town Hall—Louvain.)

But in the structures erected for public uses and with the public funds—our libraries, court houses, city

halls and state capitols—mere splendor should be tempered by appropriateness and the use of the building characterize and control its enrichment. Here the painter should commemorate and beautify, the one as well as the other, and both always together, and it does not seem improper nor untimely now to insist in view of the character of the decorations in two recent and important public buildings, one in Washington and one in New York, that the American artist when engaged in public work, shall look for his inspiration in his own country and among his own people.

**Art should be Indigenous.**

In these buildings, the artists to whom the commissions were entrusted have abundantly demonstrated their mastery of their trade and their ability to successfully handle and solve complicated problems of color and composition. The result is a splendid technical achievement only—exotic, without savor of the soil and having no roots in the rich mould of this western world. No criticism of craftsmanship is here intended or implied, but the point of view only is challenged. If the mural art of this Republic, this government "of the people, by the people and for the people," is



From the  
HOTEL DE VILLE, PARIS.

ever to become vital and living, is ever to become a dignified, honorable and worthy calling for men and women, it must cease to bedizen and bedeck. It must become more than an academic echo, a Renaissance reminiscence. The artist must learn to make the walls of our public buildings splendid with pictured records of American exploit and achievement, of American industry and commerce, of American life and culture.

## Mural Painting in Europe.

As the cathedrals of the past were the picture books of the people, so the municipal and state buildings of modern Europe are glorified by the artists of the old world in the painted stories of their countries' greatness. The onrush of battle and the despairing resistance of the besieged are there commemorated, but there also the laurel crown is given the heroes of peace. Their physicians, scientists, teachers, inventors, authors and the writers of poetry, history and fiction find fitting remembrance. Together with the



ST. LOUIS FREEING THE PRISONERS.  
(Palais de Justice—Paris.)

varied and rugged life of the past, the callings and occupations of the day are shown: The chemist in his laboratory, the teacher in the classroom, the farmer following the plow and the workman at his bench, and landscapes and views of city streets lend their aid.

At Paris the Pantheon's interior is not a stage for the mere display of an opalescent melange of things classical and mythological, for graceful form and skillful draping. But in this old fane of Ste.

Genevieve, this temple now dedicated "*aux grands hommes la patrie reconnaissante*," the Gallic artist has gone to the splendid past of France and found congenial themes. And nowhere else is the easy supremacy and primacy of the French school of painting of to-day more clearly shown than here in stories familiar to every French girl and boy. Though these paintings are among the most beautiful and successful of the century just past, they are more than masterpieces, craftsmen's diplomas, mere color enrichments; but



ARRIVAL OF LOUIS XI. AT PARIS.

(Hotel de Ville—Paris.)

because of them and what they tell and teach, the walls of this building are to every Frenchman a joy and an admonition, an encouragement and an incentive, and to us at the beginnings of civic art a lesson and an example.

In two other recent French buildings—the new Hotel de Ville and the Sorbonne—with much that is purely decorative and scenic, France and her Paris are ever before us. Many of the Mairies of



the various arrondissements are decorated, and here again it is the City of Light, old Lutetia, her varied story, her restless people, their struggles and their strivings, that furnish the prolific theme.

As it is at Paris, so is it throughout the length and breadth of the "pleasant land of France."

The towns and cities of Germany make the walls of their town halls color records and poems of the stirring story of the long strife for civic rights and the well-won and well-used triumphs of their hardy burghers. The rich history and picturesque life; the opulence of the commerce and the skill of the medieval guilds of the old Hanse towns and free, imperial cities of the



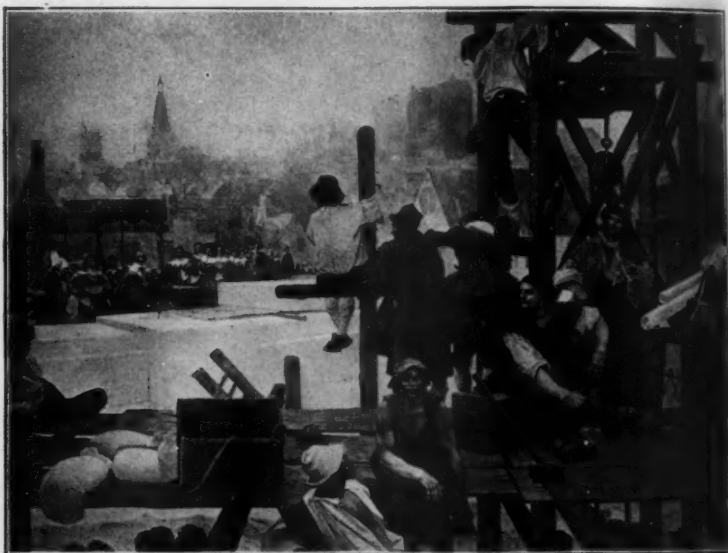
BURIAL OF ST. GENEVIEVE.

(Pantheon—Paris.)

German fatherland are lovingly studied and ably depicted.

Nor are the Low Countries and England unmindful of their people's story and aspirations, as the multitude of painted records testify.

In America, here and here alone in all the civilized world, are libraries and court-houses erected whose walls are covered with learned and skillful compositions which give no hint that the people whose wealth furnished the means for the display, have a history,



LAYING OF THE CORNER-STONE.  
(Sorbonne—Paris.)

a literature or traditions, or whose laws, or whose lawgivers are worthy of any remembrance. Excepting the capitol at Washington, whose rotunda shows the work of a past generation of painters who both knew and loved the land of their birth or of their adoption, the walls of America's public monuments, with few and unimportant exceptions, are bare and innocent of America.

#### **Our Heritage.**

And yet we have a history and a past—short it is true in point of time, but how filled with achievement, how varied and overflow-

ing with suggestion, as rich a mine for the painter as the historian. There is not one of the original colonies whose annals do not teem with acts of heroism and daring, whose wild and picturesque setting does not make it a natural subject for the muralist, and whose

import and effect on the growth and later life of the commonwealths in which they occurred does not justify its recording for the lessons they convey to the citizens of the day—the beneficiaries of their sacrifices.

The revolutionary epoch from Lexington to Yorktown and the War of 1812 furnish themes of capital import, few of which have been treated in a manner commensurate with their importance. The Mexican War, from the Alamo to the entry of our little army into the city of the Montezumas, now too little remembered! The Amer-



STREET SCENE.

(Hotel de Ville—Paris.)

ican Navy, from its feeble beginnings to Dewey at Manila! Our merchant marine, once making our flag a thing familiar to all the harbors of the world!



FISHING.

(Natural History Museum, Paris.)

ers moving across the plains—wanderers, but empire founders?

Every city has its opportunities, and here at home, day by day work progresses on the new Hall of Records—the very name is a suggestion. Will it be an opportunity utilized or one neglected or misused? Will the new Stock Exchange interior be made worthy of its projected facade and significant of its location in the financial center of a continent and in a city which from its earliest settlement has been the meeting and mingling place of the nations?

Turning to our inland lakes and rivers, we have the Indian in his birch bark canoe, the voyagers with their loads of pelts paddling along the silent streams to be succeeded by the sternwheeler, the whale-back and the stately river steamers of to-day. For sheer picturesqueness, what equals the march of the pioneers of the west, restless emigrants from communities not yet old picking their way through the forbidding forests ever on the alert or guarding the lines of prairie schoon-



HUNTING.

(Natural History Museum—Paris.)



POTTERY.

controlling and directing the character of future public work and preventing the interiors of our public edifices from becoming on the one hand bare without color charm and poor in effect as they will be if only architectural features are relied on, no matter how good they may be in detail or how fine the proportions of the room may be, or upon the other merely gaudy evidences of barbaric taste and misdirected use of wealth. Ornate, glittering with overabundant gilding, and showy with colored marbles and meaningless carving.

Patriotic orders and societies for the study and commemoration of our past are steadily extending their fields and increasing their membership and usefulness. The beginnings and development of the colonies and states, of our cities, towns and villages, and the legends of localities are more and more investigated and the few remaining relics of the past treasured and preserved as precious heirlooms. The powerful, far-reaching and unselfish influence of these societies should be courted and enlisted for



METAL FOUNDRY.

or else filled with decorative compositions alien to our life and customs.

The field is fallow and the signs of the times propitious. On all sides there is a growing desire for monuments reflecting the commanding power and greatness of this Republic, and the wealth and progress of its states and cities. Native material for illustration and ornamentation are here in abundance. Our painters have adequate skill; their golden fleece the spoils of all the schools of the old world. They have but to turn their eyes to what is all about them and use and create opportunities and an American school of wall painters *of* us and not merely *among* us will arise and speedily remove what for the moment is a National reproach and shortcoming.





FROM THE ROYAL EXCHANGE.

## BEAUTIFYING COLUMBUS CIRCLE.

BY REV. A. P. DOYLE.

[We are indebted to Mr. Charles R. Lamb for the drawings accompanying this article; and to him is due also much of the credit for suggesting the idea.—Editor.]

Already in New York the desire for city embellishment has attained no little vigor, and there are some notable specimens of real artistic value as its legitimate offspring. Its latest efforts have been concentrated in beautifying the entrance to the Central park at its southwestern corner. This portion of park bids fair to be its principal entrance, as the West Side of the city is already the favorite place for city homes. Here is located the magnificent Columbus monument, than which perchance in all the city is nothing grander or more imposing. About the monument is a spacious plaza outlined by a circle. This Columbus circle, as it is now called, makes not only a spacious vestibule to the park, but it is also the gateway to that portion of the city situated to the west of the park and whose western boundary is the North river.

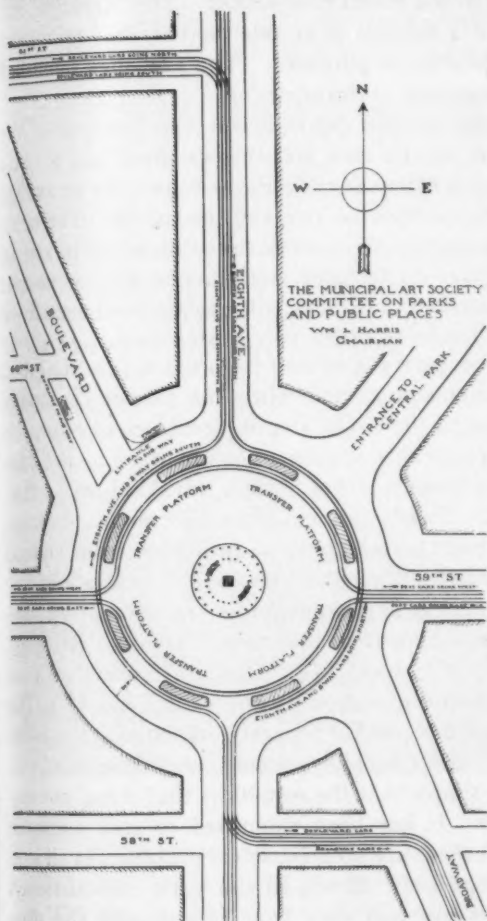
Many cities excel New York in artistic possibilities, but there is none on which nature has been so lavish in bestowing her artistic treasures as she has been on New York. A magnificent harbor lies at her feet, broad majestic rivers are on either side; and imposing highlands rise on the west, making a fitting background for the glowing western sun. In the broad domain that Nature has given there is no more select spot than the section that is bounded by the green lawns of Central park on the east, and the flowing river on the west.

There are two entrances to this beautiful section, one at Columbus avenue, where the imposing stone church of the Paulist Fathers stands as a fitting lodge-house, and the other at the Circle, where the stone Columbus stands as another discoverer pointing out its beauties.

The project now in hand is to beautify the Circle. There are

very few who will not say that it does not need beautifying, or that it is not capable of being made the beauty spot of the city. As it is now, its surroundings are tumble-down houses and rickety shops.

The Metropolitan Street Railroad has pre-empted the street area of the Circle, and has laid its tracks in a most distressing variety of angles so as to render what should be a pleasure place of the people a menace to their lives. Here is probably the largest transfer station on the route. The busy avenues from the north and the south empty their quota of passengers here, and the main artery of traffic east and west across the center of Manhattan Island transfers to the intersecting lines. The cars drop their passengers in the middle of the roadway without any protection from the ve-



PLAN FOR REARRANGEMENT OF COLUMBUS CIRCLE, N. Y.

hicle traffic that swirls about them, so that it takes one with a quick eye and very steady nerves to get on and off the cars without becoming panic stricken. In the near future, a station for the sub-

way will be constructed at the northwestern side, and still further add to the confusion. But the era of improvement has struck the Circle, and once the beginning is made it does not take long in New York to bring things to the fullest completion. The Municipal Art Society has submitted a scheme of reconstruction, that in a most effectual way accomplishes its purposes. The drawings published herewith show the proposed rearrangement.

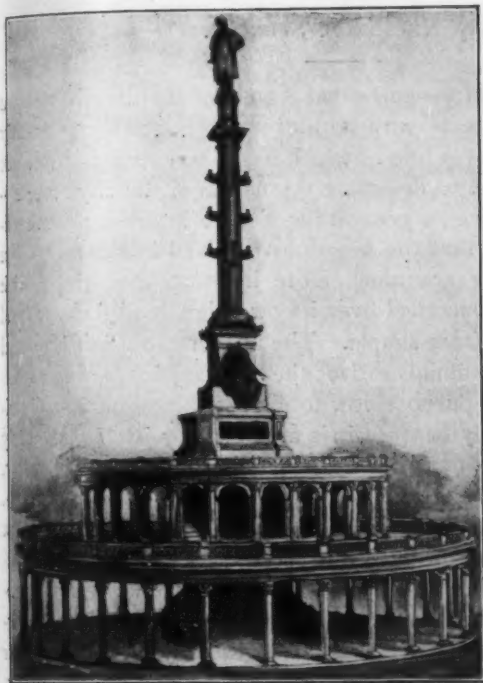
The plan in contemplation provides for the removal of the tracks from the center of the area and throws them into a circle placed at such a distance from the curb line as to provide an avenue for vehicle traffic between the curb line and the tracks. The circle of tracks is double, leaving ample space between them for an artistic arcade, which will give shelter and convenience to the people. Having this arcade between the tracks will obviate the necessity of any one crossing the tracks in order to transfer from one car to another. All that is necessary is to step from the car to the raised platform of the transfer station and when the proper car comes along in its course around the circle, step on it and go one's way in safety. The advantages of this scheme, as summarized by the committee on parks of the Municipal Art Society, Mr. William L. Harris, chairman, are: (1) Passengers could transfer in any direction without crossing the tracks, and would be protected from vehicles and rain in stormy weather. (2) The cars could handle about four times as many passengers as is possible under the present arrangement. (3) All cars would move in the same direction, that is, opposite to the hands of the clock. (4) The circle would thus be made one of the most beautiful places in New York City. (5) This would have an effect upon adjoining property, making it so valuable that squalid and unattractive buildings would soon disappear.

The scheme is so simple that the wonder is that it has not suggested itself long ago. It has been submitted to civil engineers and they have said that there are no mechanical problems at all in its accomplishment. It has been shown to the park commissioners and public spirited citizens, and they have pronounced the plans most admirable, while the Municipal Art Society guarantees the artistic side of the scheme.

Associated with the collocation of the railway tracks in the circle, though not essentially connected with it, is the elevation of

the Columbus monument. The monument has now something of a squat appearance. Its granite shaft rises too abruptly out of its broad and solid base. If it were lifted a little higher and the tapering line from base to apex were more gradual it would add to its dignity. The raising of the monument would furnish a convenient arcade for shelter in case of inclement weather. It would give a

convenient platform from which to conduct political gatherings, and a second platform raised a story higher would afford a music stand for summer-night festivals. The architectural and artistic treatment of the arches and the colonnade is made as perfect as possible. The colonnade is planned to be eighty feet in diameter. About this is to be a space bounded by the inner car track of the circling set, which will be one of the choice gathering places in the city.



So perfectly have all the details of the scheme been wrought out that there has not been an effective objection from any source. The interests of the surface railroads have been conserved, the rights of the vehicle traffic have been regarded, the safety and comfort of the citizens have been safeguarded, and there will be added to the ornamentation of the city one of its most striking objects of interest.

## STREET SIGNS AND FIXTURES.

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BY NELSON S. SPENCER.

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Any discussion of proper street signs and fixtures is really a discussion of two subjects, with both of which the public is greatly concerned, but only over one of which has it complete control. It is a municipal function to designate the names of the city streets—it may be, but is not yet, a general function to regulate private advertising. It is clear that the questions involved in the regulation of private advertising are much more intricate than those with which the public is concerned over its own signs and fixtures, and yet the latter are far from simple. The former are primarily legal and only secondarily administrative; the contrary is true of the latter. But it is not my purpose now to discuss the regulation of private advertising, partly because it is a subject by itself and partly because it behooves a municipality to put its own house in order, at least as soon as it undertakes to criticise the doings of its citizens.

The increasing complexities of modern life render an apparent final adjustment of any problem unstable. It seems a simple matter to designate plainly the name of each city street. It was comparatively so when the name could be written on the house corner or the corner gas lamp, and thus serve every purpose. Then the principal person to be informed was the pedestrian who was a stranger to the locality. But now, in a large city, the conditions are quite different. The persons to be informed are not only strangers to the locality, but passengers in a swiftly-moving trolley car, who know quite well the street they are traversing, but who wish to know the street they are approaching or passing. Strangers to the locality usually understand that the sign runs parallel with the street, but the passengers' demand is that it should run across the street, so that it may be read in transit. The gas lamp has largely disappeared and has been replaced by an electric lamp,



which does not lend itself readily to signs, being, among other things, usually too high.

The sign must be capable of being read equally well by day and by night. This is not certain of a sign on a house corner; it is not

always visible at night and is rarely legible from any passing car. Moreover, a sign cannot always be readily affixed to the house corner at a proper height, or it may be one of many private signs on the house, and not easily distinguishable.

Further, the right of the proper authorities either to compel the owner of the corner building to affix a sign at his own expense, or to allow it to be affixed at the city's expense, has been questioned. This complication is peculiar to the United States, as such a right could not be questioned in other countries, where the powers of the government are not limited so strictly by a written constitution. There are, too, many corner lots not yet built upon, and a ready-made opportunity for street designation is lacking.

There is at present a moderate demand, which has been satisfied in some instances, that the nearest house number of the designated street should also appear upon the sign; another that the sign should indicate both the principal and the cross street. And, what is highly important, there is a growing demand that whatever



method of designation be used, it shall be, to say the least, not offensive to the eye, and, if possible, an artistic addition to the city.

There is a further matter to be taken into consideration. A modern municipality maintains or permits a number of public structures in the streets. It has posts for lighting either by gas or electricity, fire-alarm boxes, hydrants, police telegraph or telephone boxes, postoffice letter boxes, and often other structures. Any one of them, taken by itself, is not a great incumbrance, but, multiplied as they are, the obstruction to the street becomes serious. If possible, the addition of another structure, which is merely a sign-post, is to be avoided.

All these matters are conditions which ought to receive proper consideration and recognition in any scheme to satisfy the situation.

These conditions are not met in any city. In most foreign cities and in many of the United States, the streets are marked by plain signs—often blue enamel signs—affixed to the house corners, with some additional signs for special places. In the city of New York the signs were formerly usually placed on the corner street lamps. But at the present time there is almost an entire absence of any guide whatever to the lost and inquiring mind. There is no reasonable doubt that in time the conditions will be satisfactorily met, as the public demand becomes more and more insistent. But the result will be a slow growth, the outcome of various experiments.

In trying these experiments, there are certain points which should be considered fundamental and kept constantly in mind. Briefly stated, they are:

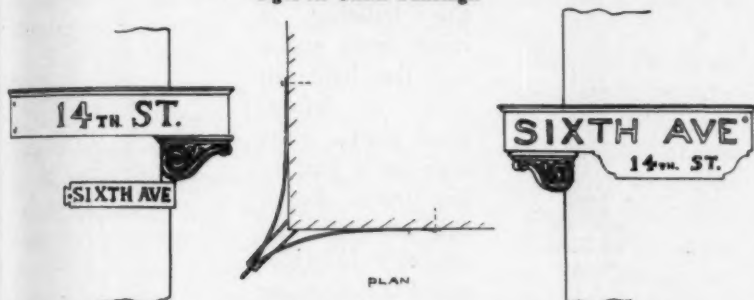
1. The signs should be easily legible by day and by night, and should serve two classes of persons—the stranger and the passenger in any vehicle of transportation in the street.
2. There should be no rigid rule of designation for the entire city, although the signs should be uniform so far as feasible.
3. The signs should be pleasing and, if possible, an artistic addition to the city streets.
4. Street structures should be combined as far as feasible, and, if possible, reduced to one.

With these points in mind, the Municipal Art Society of New York has recently approached the problem. In New York City

there has been in the past no defined authority in any official to order the proper designation of the streets, and no law or ordinance touching the subject. Authority has been assumed from time to time by the official having charge of the streets, but no duty has been laid upon him which he could be compelled to observe.

Under the revised charter, which goes into effect on the first of January, 1902, the borough president in each borough is charged with the duty "of the placing of all signs indicating the names of streets and other public places." But when the Municipal Art Society sought to effect some substantial result it found that the first thing to be procured was the enactment of an ordinance by the Municipal Assembly by means of which responsibility could be definitely placed on some official. But before suggesting to the Municipal Assembly, as it did, a form of ordinance, the Municipal

Signs for Corner Buildings.



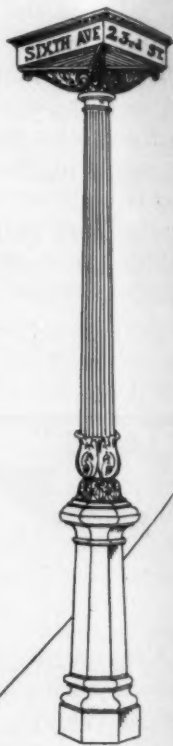
Art Society of necessity considered and prepared a scheme to meet, as fully as possible at present, the conditions stated. This scheme is briefly as follows:

All streets should be marked by a sign placed parallel with the street at each corner. This is the universal custom in all cities. While there is an argument for having the sign designate the cross street, experience has shown that such a method is extremely confusing and impracticable.

Generally, signs should be placed on corner buildings, or, where there is no corner building, on a temporary sign-post erected on the corner lot. If, however, the owners of the building or lot do not consent to this, or, if the official having charge of the matter consider that it is impracticable because the building does not lend

itself to such purpose, or is covered with other signs, or for any other reason, then the signs should be placed on at least two corner lamp-posts or other standards diagonally opposite each other. It

is probable that every lot owner will consent to the use of his property for this purpose. Public opinion will compel it. But the plan contemplates that it may not be legally possible to compel him to do so. The sign on the building is much more stable and less liable to injury or defacement than a glass sign on a post in the street. But if the latter may be properly illuminated at the proper height—that is, for instance, if the cost of an illuminated sign on an electric light pole be not substantially prohibitive—its superiority is imme-



diately apparent. A sign on an electric light pole, at the proper height, would be almost useless at night unless illuminated, as it would be wholly in the shadow cast by the lamp.

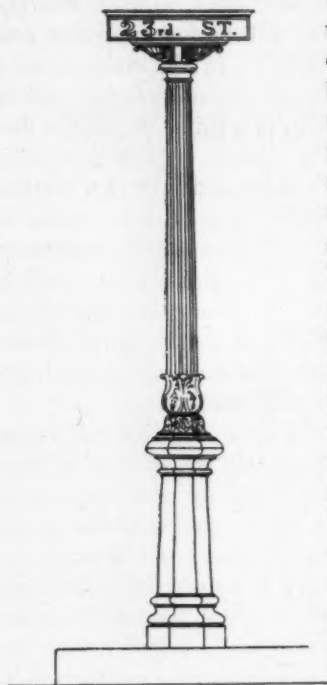
So far the law may be rigid. Some sign must be provided. But beyond that a very large discretion should be vested in the

executive authority. A system which is suitable for one portion—for example, the congested or thickly-populated portion—is not suitable for its outlying parts. A construction, which we hope some time to see, combining all the city's street utilities, which is entirely suitable in a well-populated district, may well be too expensive and out of place in a thinly-populated district. In thickly-populated districts, signs would naturally be substantially uniform, and much more attention can be given to them than in a thinly-populated district. In the latter, where the region is unbuilt, a plain post with a sign of the most ordinary character will be sufficient as a temporary designation, or the lamp-posts formerly in use can be moved to such districts and utilized for the purpose. It is quite as necessary to inform a stranger of the name of a street in such a region as it is in the more thickly-populated portions. It is indeed a little more so, because other information is not readily at hand. But it is not as necessary that the signs themselves should be costly, and the expense will naturally be reduced to a minimum.

Nor should the law undertake to fix the character of signs. Designs for signs to be used on buildings will necessarily be very different from those to be used on street lamps or other structures. Discretion is exceedingly important to satisfy the demands of the two classes of persons referred to. This it is not possible to do except by treating them separately. There is no method which will mark the street for a stranger with a parallel sign, and at the same time properly and quickly inform a traveler in a modern trolley car of the cross street. These cars move so swiftly that even their conductors are unable to say at once where they are. The name of the cross street cannot be read from a car parallel with the cross street, and, if parallel to the street being traveled, the fact is extremely confusing. If the sign parallel with the avenue of transportation have also, as has been proposed, the name of the cross street, the latter cannot be read unless the lettering is equally large, and that is again confusing and impracticable. To be read from a car, the sign cannot be placed on a building, because it will be too distant and often at a wrong height; it must be placed on the curb, and at a height to be seen from each side of the car.

The demands of the two classes of persons are opposite—one for a sign parallel with the street, and the other for one across it,

or, better still, at an angle with it, so as to be read in approaching as well as passing it. The proper official should, therefore, be vested with the discretion of maintaining two sets of signs. In streets on



which are operated street railways, or which are used almost exclusively for driving purposes, the official should be authorized to utilize any posts at the corner of the street, or to erect them for the purpose, on which signs may be placed indicating the name of the cross or intersecting street, at about an angle of forty-five degrees. These would be placed on diagonally opposite corners. A passenger in a street car could then readily read the sign he may be approaching, and from it ascertain the name of the cross street. It would quickly become well understood that these signs placed at this angle indicated solely the cross street, or, if necessary, to avoid confusion to pedestrians, the fact could be stated on the sign in small letters that the sign was for the cars only. This maintenance of two sets of signs would be necessary only on avenues or streets largely

used for transportation. They would be unnecessary on residence streets or those on which there are no street cars. Which signs should be used, should properly be determined by the official having authority in the matter.

All signs should be of such size and design as to be easily read by day and, so far as practicable, by night. This again involves the use of discretion in the executive official as to their placing, so that the light from street lamps shall fall on them at night. It is beyond reasonable doubt that an insistent demand will require in no distant time that they shall be illuminated; but, until illuminated, there should be such an association between the lighting of the



streets and the placing of the signs that the one will always serve the other. It is not difficult to illuminate house signs in conjunction with electric street lighting by means of a reflector, which shall cast a strong light upon them from above as the destination signs on electric cars are now illuminated. Or a glass sign box upon the electric light pole itself may be illuminated from within.

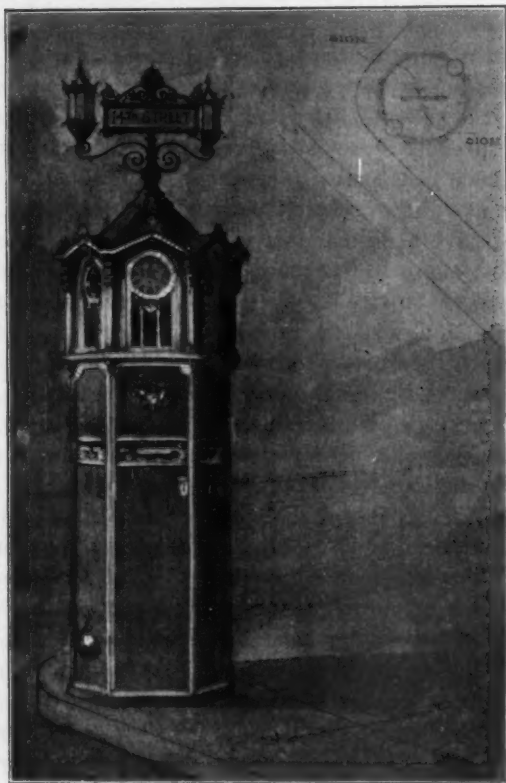
The statement need hardly be made that the letters should be of sufficient size to be read at some little distance. They need often to be read hurriedly, especially those to inform the passing traveler in the cars, and they must be, above all, distinct. In that respect the ordinary blue enamel sign can scarcely be improved upon.

Many suggestions have been made as to the character of the lettering. That also is a matter for executive discretion. In some parts of the city it may be of service to have the sign show both the name of the street designated and the cross street, or, perhaps, as has been done at times, the nearest street number. The design for a sign to be affixed to corner buildings, which accompanies the text, shows how this may be very well done without becoming confusing. But this is a matter which will be governed by convenience in various parts of the city and is not substantial.

But what a large city needs in this connection more than any other one thing is the institution of a general and comprehensive plan providing for the combination of all street fixtures. Such a plan would probably involve the erection of a structure as light as possible in construction, but capable of being closed and locked. The suggestion may, perhaps, best be understood from the accompanying plan and design. This shows at once how feasible it is to provide a single and convenient structure for the hydrant, fire-alarm box, the police telegraph or telephone, the letter boxes, man-hole, and finally the street sign. By combining all these fixtures in one structure, the street would be very materially relieved, and the structure itself would be a substantial addition to the beauty of the street. If adopted, it would become unnecessary to place signs on the house corners, and the signs for the street cars could be most readily attached at the proper height.

It is, of course, apparent that the necessary readjustment of these various public utilities could not be made at once, that the process would involve some co-operation between various depart-

ments of the government, and some expense, but with a vigorous official at least a beginning could be made in the more thickly-populated parts of the city, and in course of time the plan would be ex-



COMPOSITE FIXTURE.

(Combining street sign, lamps, letter box, package box, hydrant, fire alarm, telephone and clock for registering patrolmen.)

tended throughout the city. It would be a most convenient and needed addition to the well-regulated organism of a city.

In the determination of the artistic value of the signs, executive discretion may properly be limited, though not by the legislative authority. It is manifest that different kinds of signs will be needed in different places. Executive choice, then, should lie between one of several. Designs for the different classes, or for particular instances, should be approved by some body which corresponds to the Municipal Art Com-

mission of the city of New York. If such a commission approve a number of different kinds of signs suitable for different parts of the city, the official could then exercise his choice among them, as the case requires. The principal thing to be accomplished is that the simplest sign should not be ugly. On the other hand, it should have positive beauty, and, if possible, great beauty. There is in this re-

spect much room for the exercise of invention. Practically, of course, invention is governed by a limit of cost. But if the work be done gradually, the cost will readily be met without becoming a burden, and the addition to the city's beauty can easily be made exceedingly great.

By way of illustration some suggestions are shown in the accompanying designs, to which reference has already been made. They relate to signs to be attached to corner buildings, and structures designed for all the street utilities of the city. They were prepared as suggestions for the use of the Municipal Art Society in its consideration of the question, and were not intended to be final. The society, indeed, considered a general competition most advisable, and offered to the Municipal Assembly of the City of New York, if it could be advised definitely of the requirements of the city and of a limit of cost, to conduct such a competition, at its own expense, and furnish the result for the adoption and use of the city. But before it could be advised of these requirements, it was necessary that they should be determined by some authority. This authority was necessarily administrative, but there was at the time no administrative authority who could be compelled to act. In order that action might be taken the society proposed to the municipal assembly an ordinance which would compel the adoption of some sign for every street, but with elastic provisions as to the character of the signs to be erected according to the varying needs of the locality. It would then be possible to have consultations with and the executive decision of one man on the various details to be considered, with which it is impracticable for any large body to deal. As this proposed form of ordinance embodies the ideas already stated, it may properly be quoted in full:

An ordinance authorizing and regulating the designation of the names of streets, avenues and highways in the City of New York.

It is ordained by the Municipal Assembly of the City of New York, as follows:

*Section 1.* The name of each street in the City of New York shall be designated by a sign stating such name, placed substantially parallel with the direction of the street at each corner formed by its intersection with any other street, and the Commissioner of Highways is hereby authorized and directed to designate all streets accordingly.

*Sec. 2.* Such designation shall be made as follows:

(a) If there be a building erected on the corner lot, by placing such signs on the intersecting street walls of such building, if the owner of such lot or building consent thereto.

(b) If there be no building erected on the corner lot, by signs placed on a suitable post erected at the street corner of the lot, if the owner of such lot consent thereto.

(c) If the owner of any corner lot or building do not consent to the use of his lot or building for such purpose, or, if in the opinion of the Commissioner of Highways it is impracticable to use the building on such corner lot for such purpose, then on a suitable post, lamp-post, electric-light pole, or other standard, or structure, either existing or erected for the purpose, and situated at the intersection of the streets, provided, however, that in such case not more than two such corners need be so designated, which shall be diagonally opposite to each other.

*Sec. 3.* In addition to the designation prescribed in the foregoing sections, the Commissioner of Highways is hereby authorized to designate further the streets of the City as follows:

In each street in which is operated a street railway or other transportation line, or in which for other reasons he may deem it desirable, to place signs on a suitable post, lamp-post, electric-light pole or other standard or structure, either existing or erected for the purpose, and situated on diagonally opposite corners formed by the intersection of such street with any other street. Such signs shall indicate the name of the cross or intersecting street, and shall be placed at about an angle of forty-five degrees to the street, on which is operated such railway or other transportation line, so as to be legibly read by passengers in an approaching or passing car or other vehicle.

*Sec. 4.* All signs shall be of such size and be so placed, and of such design, as to be easily read by day, and, as far as practicable, by night. They may, by any suitable device, indicate both the street designated and the intersecting street, and the street number of the corner building. All designs for the signs shall be as few in number as may be consistent with the necessities of different portions of the city, and shall be of as artistic character as possible, having regard to their cost. Such designs shall be submitted by the Commissioner of Highways to, and be approved by, the Municipal Art Commission, but this shall not prevent the Commissioner of Highways, if necessary, from erecting temporary signs prior to such approval of the designs therefor.

If it be practicable for the Commissioner of Highways to combine the purposes of public utility other than advertising, for which any post, standard or structure may be used, he is hereby authorized to provide for such combination.

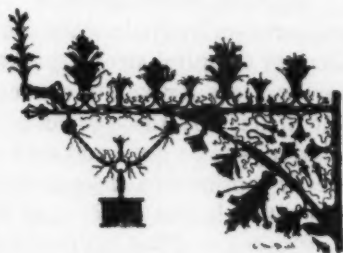
*Sec. 5.* The word "street" in this ordinance wherever used shall include any street, avenue, highway, road, court, or alley used as a public way.

*Sec. 6.* All ordinances or parts thereof inconsistent herewith are hereby repealed.

*Sec. 7.* This ordinance shall take effect immediately.

No action was taken on this ordinance. But now that the revised charter has specifically conferred authority in this matter upon the borough presidents, an ordinance has become of less importance. And in the meantime public opinion has become more and more aroused, and the demand for proper signs has become more insistent. Various specimen signs have been erected by individuals, associations of citizens, and by lighting corporations on certain

street corners of the city, illustrations of two of which accompany the text. Both of these are box signs attached to electric light poles, which are illuminated at night from within. As part of the lighting system of the city, they would be presumably maintained by the lighting company at a fixed price for each sign, and in certain portions of the city they would be of excellent service. They are not, however, the final solution of the problem. The trolley car passenger must not be forgotten. In the end, the simplest sign will be found to be the best. This means that no combination which tries to satisfy at once opposite demands will be effectual. As a result of this agitation the city seems likely to receive some relief. The newly-elected president of Manhattan borough has already announced his intention of giving the matter vigorous attention, and it is to be hoped that the presidents of the other boroughs will follow his example. It is the purpose of the Municipal Art Society to see if possible, that the satisfaction of the needs of the city in this respect shall not be a makeshift, but shall be at once progressive and beautiful.



## ADVERTISING SIGNS AND ART.

BY MILO ROY MALTBY.

In the eager desire to attract attention, every available vantage point has been occupied by some tobacco, soap, pickle or baking powder company. No wall area is so large, no building so high, no boulevard so beautiful, no scenery so entrancing that the advertiser has hesitated to flaunt the product of his skill. Indeed, the larger the wall, the more attractive the building, the more beautiful the avenue, the more scenic the landscape, the more eager is he to daub paint and posters. Nowhere can one escape him. If one flees to the country to refresh mind or body or seeks to enjoy the beauty of the landscape when passing from city to city, he is constantly confronted by his old associates of the city bill-boards. Only they are more hideous and more exasperating than those of the city. The newest and best are always reserved for the town dwellers.

### Advertising Due to Competition.

The abhorrence for such indiscriminate use of advertisements and for the despoiling of beautiful streets, parks and landscapes is general. The advertisers are frequently condemned and berated. But who can blame them? If the people individually and collectively permit such things to be done and take no steps to prevent them, who can logically reprimand the keen, active and alert business man for experimenting in this line? And if he finds that customers are thereby attracted, and that his profits increase, can he be expected to discontinue the practice? His reason for ruining the landscape is not that he is indifferent to beautiful views; he erects an electric light sign upon the roof of a tall building, not because he thinks it requires that appointment to make it more artistic; he bedabbles the jutting rock not because he believes that nature is deficient; but he believes that it pays him to do so, and that if he



does not keep in the forefront of the procession and lead in the struggle to attract attention, he will lose money because others will wrest his trade from him by doing the very things which (it may be) he abhors, but which he, nevertheless, is obliged to do by keen business competition. The moment such advertising ceases to pay, he will stop instantly and will be among the first to accept willingly any plan whereby the enormous expense to which he is now put will be avoided, or be more effectively, as well as less inartistically used.

The accuracy of this analysis is illustrated by the decline of advertising wherever trusts have been introduced. The Standard Oil Company, the Steel Combine and the Sugar Trust, for example, spend practically nothing for advertising their products. Their competitors are few and unimportant. The articles which may be substituted for their products are also unimportant, and advertising would increase sales to a very small degree. Everyone is familiar with oil and sugar and the use to which they may be put; they need no introduction. But if, for any reason, competition should appear, resort would necessarily be had to advertising, and the bill-boards would at once begin to herald the excellent qualities of Rockefeller's kerosene or Havemeyer's sugar.

#### Art Appreciation Improving.

If it be true, as it evidently is, that the evils of advertising result from unrestraint, it follows that some sort of collective action ought to be taken. Two lines of policy may be adopted: (1) a widespread determination upon the part of consumers to patronize only those companies and corporations who keep their efforts within bounds, and who refrain from flaunting their wares before the eyes of the people in such obtrusive and objectionable ways as constantly to harass them; (2) the public regulation of bill-boards and public advertising in general.

It is significant that advertisements are becoming more and more artistic. If we go back to the old English signs of the eighteenth century, we see that they served their purpose fairly well in that they enabled persons to locate the buildings for which they were looking. But to claim they were artistic would necessitate a broader definition of art than has ever been used. Even within the last decade one sees an increasing amount of art. The wooden Indian—the sign formerly universally employed by the tobacco

store—has developed into a well-proportioned, attractive maiden. She is, perhaps, not yet the Venus de Milo in every instance, but in so many cases this celebrated piece of sculpture has actually been reproduced, that it has become more nearly characteristic; and the day seems near at hand when this or some equally beautiful work of art will grace the entrance to cigar stores. The saloons have ceased to be the dark, dingy and poorly furnished taverns of a few years ago, and now use mirrors, electric lights, and plate and stained glass to announce their existence throughout the neighborhood. Drug stores have long utilized colored lights, and the mortar and pestle as distinguishing signs. Tea stores are made artistic by the use of Chinese vases or Japanese ornaments, the appropriateness of which is at once manifest. Florists and art dealers, from the nature of their trades, have unusual advantages and have been quick to utilize them, sometimes inartistically, but ever less and less so. It is so evident that the artistic display has a financial value that the competition to make the windows beautiful has become quite keen.

Other instances that may be mentioned are the use of the gloved hand or kid to signify glove stores; the blue bell upon the white background, telephone stations; white letters upon blue ground, telegraph or messenger service; tile and mirror finish, with white enamelled letters upon the windows, Child's restaurants or those of a similar character; three gilded balls, pawn shops; red, white and blue stripes, barber shops. Probably the stores which spend the largest sums upon window displays are those that deal in dry goods, which pay their decorators large salaries, and find it financially advantageous to employ those whose artistic sense is most highly developed.

These factors indicate that the public discriminates between the artistic and the inartistic, and is inclined to trade where signs and advertisements are less offensive. It follows that every attempt to improve the art sense will of itself lessen the evils of public advertising. Indeed, those countries in which art appreciation is highest, possess the best posters. France leads, as is to be expected, and it is said that hideous signs are torn down in French cities because of the general hatred of inartistic things. The advertising cabs of Paris, which are covered with posters, carry pas-

sengers for half fare. The Belgians, who stand next to the French in art, are also well advanced. At the other extreme are the English signs, which, for lack of art, are probably without competitors, except, perhaps, in the most backward and uncivilized countries.

These facts are explicable, not upon the basis that the *advertisers* prefer or dislike artistic signs, but that the *people* do or do not demand them. When art does not pay, who would advise an advertiser to spend money for that which yielded him no return?

#### **Municipal Regulation.**

It is not enough, however, to depend upon individual effort and art education alone. Collective action should be taken. City governments should set certain bounds beyond which private interests may not go.

In the first place, the size of signs and bill-boards should be limited. The struggle to attract attention has become so fierce that with the brilliant colors in the daytime and electric lights at night, a person is made aware of their existence at long distances and *compelled* to notice, however much he may wish to evade them. A single reading is not sufficient. The advertisement obtrudes upon his vision for blocks, and when one has been evaded another stares him in the face. It may properly be asked whether the citizen has not the right to demand that the sense of vision be protected from annoyance just as much as the sense of smell from disagreeable odors and the sense of hearing from loud noises.

Not a few attempts have already been made looking to this end. Edinburgh has for some time prohibited sky signs. Several English cities have banished advertisements from the municipal street cars, although at a considerable loss to the municipality. In many cases it is illegal to attach posters to trees, because their beauty is thus marred.

#### **Dover Statute.**

The case of Dover is particularly interesting and typical of the direction in which English cities are moving. Two monster bill-boards were erected, to advertise a Chicago product, against the chalk cliffs which have been so much admired by tourists, and which appear so attractive from the English channel. Local opinion was aroused, and after an appeal had been made to the firm responsible

for the advertisement, a bill was introduced into Parliament and duly enacted, which makes such a desecration of nature impossible. The act states:\*

(1) No person shall erect, exhibit, fix, maintain, retain or continue any advertisement, whether now existing or not, upon any land, house, building or structure, except on such sites, hoardings or other structures as the corporation may in writing license (and for which license no fee shall be charged), and such license may be granted for any period not exceeding four years: Provided, always that a license shall not be necessary in respect of any site for advertisements (not being illuminated advertisements) exhibited within the window of any house or building, or for any advertisement of any entertainment exhibited on the land or building upon or in which the same is to be held.

(2) \* \* [Provides for the removal of advertisements erected or continued in violation of this act.] \* \* \*

(3) Any person who acts in contravention of any of the provisions of this section or who violates any of the terms of the license shall be liable to a penalty not exceeding five pounds and to a daily penalty not exceeding twenty shillings.

(4) Any person aggrieved by the refusal of the corporation to grant such license may appeal to a petty sessional court after the expiration of two clear days after such refusal, provided he gives twenty-four hours' notice of such appeal and the grounds thereof to the town clerk, and the court shall have power to award costs, such costs to be recoverable in like manner as a penalty under this act.

(5) \* \* [Authority issuing license.] \* \* \*

(6) \* \* [Advertisements of three railroad companies excepted.] \* \* \*

The act also contains a provision prohibiting the erection of all sky signs whatever, which are defined as follows:

"Sky sign" means any word, letter, model, sign, device or representation in the nature of an advertisement, announcement or direction, supported on or attached to any post, pole, standard, framework or other support, wholly or in part over or above any house, building or structure, which, or any part of which sky sign shall be visible against the sky from any point in any street, and includes all and every part of any such post, pole, standard, framework or other support. The expression "sky sign" shall also include any balloon, parachute or similar device employed wholly or in part for the purpose of any advertisement or announcement on, over or above any building, structure or erection of any kind or on, or over any street, but shall not include (1) any flagstaff, pole, vane or weathercock, unless adapted or used wholly or in part for the purposes of any advertisement or announcement; (2) any sign or any board, frame or other contrivance, securely fixed to or upon the top of any wall or parapet of any building or the cornice or blocking course of any wall or to the ridge of a roof, provided that such board, frame or other contrivance be of one continuous face and not open work and do not extend in height more than three feet above any part of the wall or parapet, or ridge to, against, or on which it is fixed or supported; (3) any such word, letter, model, sign, device, signal or representation as aforesaid which relates exclusively

(\*) Mr. Richardson Evans, secretary of the Society for Checking the Abuses of Public Advertising, and Mr. E. W. N. Knocker, Town Clerk of Dover, have kindly supplied the data relating to this act.

to the business of a railway company, and which is placed or may be placed wholly upon or over any railway station, yard, platform or station approach belonging to a railway company, and which is also so placed that it will not fall into any street or public place.

The application for a license must state the name and address of person desiring license, the location, size, height and width of advertisement, the thing to be advertised and the materials and mode of construction. Then the approval of the borough engineer must be secured. The "boarding" must be kept in good repair. The advertisement shall not be improper, indecent or obscene.

**Buffalo and Rochester Ordinances.**

In the United States, several of the recent attempts to restrict the objectionable features of advertising have been approved by judicial decisions, which have almost universally upheld the power of the city so to act and the reasonableness of the ordinances issued. In *Gunning System vs. City of Buffalo et al.*, Justice Kruse, of the Supreme Court, ruled very clearly. The facts of the case were these: Wishing to make the city attractive and beautiful for the thousands that were to visit the Pan-American Exposition, a movement was set on foot to do away with some of the unusually large and obtrusive bill-boards. A city ordinance was passed, which read:

Section 48. No person shall hereafter erect any fence or bill-board more than seven feet in height within the city of Buffalo without permission of the Common Council; and any fence or bill-board erected contrary to the provisions thereof shall be abated as a common nuisance by any officer of the Fire Department after two days' notice to remove the same.

The plaintiff in the suit erected several bill-boards more than seven feet in height, and refused to apply for a license. The defendant Fire Commissioners, after having given due notice to remove the boards, cut down one of them. The plaintiff then sought to restrain the enforcement of the ordinance, contending (quoting from the decision):

-that the Common Council of the defendant had not the power to make the ordinance, and, even if it had such authority, the boards in question are neither fences nor bill boards, and that therefore the ordinance had no application to structures like these; and further contending that the legislature has not authorized and had no right to authorize the Common Council to pass such an ordinance.

That the legislature [says Justice Kruse] has such power I think is no longer a debatable question since the decision in the Court of Appeals in the case of *City of Rochester vs. West* (164 N. Y., 510), where a similar ordinance was upheld, and the question settled adversely to the contention of the defendant.

Ordinances of this character are upheld upon that great principle of law that every person yields a portion of his right of absolute dominion and use of his property in recognition of and obedience to the rights of others, so that others may also enjoy their property without unreasonable hurt or hindrance. This rule is essential for the mutual protection and benefit of every member of society. It is not taking private property for public use, but a salutary restraint on the noxious use of the private property by the owner. (Wood on Nuisances, sec. 1. 1 Dillon's Munic. Corp., sec. 141.)

In the West case the ordinance provided that "No person shall hereafter erect any billboard more than six feet in height within the City of Rochester without permission of the Common Council \* \* \* In referring to that ordinance, Judge Martin says:

"It is obvious that its purpose was to allow the Common Council to provide for the welfare and safety of the community in the municipality to which it applied. If the defendant's authority to erect billboards was wholly unlimited as to height and dimensions, they might readily become a constant and continuing danger to the lives and persons of those who should pass along the street in proximity to them. That the legislature had power to pass a statute authorizing the city to adopt an ordinance which, if enforced, would obviate that danger, we have no doubt. Nor was it in conflict with any provision of the State or Federal Constitution. The fact that no injury has occurred by reason of the erection of the billboard in question, or that it is improbable that any such injury will occur therefrom, is not controlling upon the question under consideration."

In passing upon the validity of the ordinance in the Appellate Division in the same case, which was affirmed in the Court of Appeals, Justice Adams, in writing the opinion, after referring to the power which inheres in the State and each political division to protect, by such restraints and regulations as are reasonable and proper, the lives, health, comfort and property of its citizens, says:

"It is a fact so patent that judicial notice may fairly be taken of its existence, that the modern system of advertising by posters is such that one can hardly pass along the streets of any large town without being compelled to gaze upon advertisements which are enormous in size and not infrequently offensive in their character. It is true that there is nothing in the record before us to indicate that the defendant or his company ever made any improper use of this particular billboard, but the mere fact that it is liable to be so used would seem to afford sufficient reason why, in the interests of decency and morality, the police power of the city might very properly be exerted to restrain and regulate the business of bill-posting in some such manner as is provided by the ordinance we are considering."

Section 17 of Title II. of the Revised Charter of the City of Buffalo authorizes the Common Council to enact ordinances, specifically enumerating certain matters, following which it provides, in Subdivision 11, as follows:

"11. *And such further or other ordinances* not inconsistent with the laws of the State, as shall be deemed expedient for the good government of the city, the protection of its property, the preservation of peace and good order, the suppression of vice, the benefit of trade and commerce, the preservation of health, the prevention and extinguishment of fires, the exercise of its corporate powers and the performance of its corporate duties."



By Subdivision 8 of the same section the Common Council is also specifically authorized to prevent nuisances, as well as to abate them. These provisions I think furnish ample authority to the Common Council to enact this ordinance, and the evidence fairly establishes the propriety of making this ordinance.

But the justification for abating these structures by the defendant officers does not depend alone upon the validity or scope of this ordinance, for, if these structures are in fact public nuisances, they may be taken down, without regard to the ordinance, if necessary to abate the nuisance. Aside from increasing the hazard by fire and endangering the public safety, they materially decrease the value of property in the immediate vicinity. They are located in residential sections of the city. The size of the boards, the highly colored advertising matter, and their general appearance, make them unsightly. They have become in some instances a refuge, behind which idle and disorderly persons congregate, who have there resorted to unclean and filthy practices, to the great annoyance of the inhabitants living in the immediate vicinity of these structures. Their constant tendency is to create unclean and unsanitary conditions.

The grievances are more than fanciful, vexing only the supersensitive and fastidious. They are real, substantial annoyances to the people in general. I am of the opinion that these structures, with their attendant conditions, taking into consideration their location, appearance, danger to public safety, health and comfort, are of such a character as to condemn them as common nuisances. That the plaintiff's business is lawful cannot be questioned, and that these structures might be properly maintained in some localities may be conceded, but it does not follow that they are not unlawful in their present localities and surroundings and under existing conditions. \* \* \*

\* \* \* The plaintiff's complaint is dismissed with costs.

These two decisions, one by the highest court of the State, seem definitely to fix the law in New York.

#### Progress in Chicago.

In Chicago, the Art Association of that city succeeded in having enacted, first, the bill-board ordinance of July 9, 1900, and, second, the park ordinance (with special application to parks and boulevards) of January 28, 1901. The latter was peculiarly full and drastic in character, and it was selected for attack by the bill-posting trade. The opinion of Rush, Master in Chancery, to whom the case was referred, perhaps better divines the scope and limitation of municipal authority within constitutional limits, than has ever before been done.\* The case was that of the *American Posting Service vs. the City of Chicago et al.* (in Chancery). The Master reported:

\* \* \* At present the complainant company has about fifteen hundred boards, most of them situated on car line streets and on boulevards, where thousands of people travel daily. The company operates 140,000 lineal feet of boards, from 12

\* I am indebted for a copy of the Master's opinion to Mr. George Kriehn, who was most active in securing the enactment of the city ordinances.

feet to 24 feet high; 10,000 lineal feet of these boards are 24 feet high. These billboards are erected on vacant ground, leased from private owners at the rate of 50 cents per running foot. The company has paid \$36,000 for leases of this kind. It has \$250,000 invested, including its plant, worth \$100,000. Its business amounts to \$150,000 a year; its profits \$20,000 a year; live contracts \$25,000, at present time. These contracts always provide for a continuous showing for a certain period of time. The company employs sixty men.

These billboards are constructed of white pine wood, of a height from 12 feet, called single deckers, to 24 feet, called double deckers, and the boards are raised from the ground from six inches to five feet. Their length varies from 25 feet to 500 feet. The thickness of the facing of the board is seven-eighths of an inch.

As to the state of the art of billboard construction, according to the testimony of complainant's witnesses, engaged in the business, there is no known way of building billboards safer than as above described.

The complainant's billboards are sometimes set on fire, in certain localities, and have been used as bonfires on election nights. There is no evidence of any building having been set on fire by any billboards, though some of the billboards adjoin buildings.

Complainant's bill boards in severe storms have blown down and the fragments have been ripped off and blown and scattered across the public highways, driveways and sidewalks opposite. This has occurred several times within the past year. Some of these wind storms were of such severity as also to blow down trees. Twenty boards were damaged in one wind storm.

The complainant instructs its men to clean up the paper rubbish taken off the boards and endeavors to keep the place as clean as possible. The paper litter is burned up either in the vicinity of the board or is taken elsewhere and burned. When the instructions are not complied with and complaint is made, the complainant has it cleaned up and taken care of.

Personal nuisances are committed in the rear of these billboards. This means that personal refuse is deposited behind the boards.

Billboards depreciate the rental value of real estate because of their danger in cases of wind storms, because of the paper, and because of their ugliness. Billboards are ugly and unsightly, and detract from the beauty of the streets, boulevards and parks.

There is no evidence that the advertisements billed are immoral.

The following ordinance was duly passed by the City Council of said defendant city on July 9th, 1900:

"Be it ordained by the City Council of the City of Chicago:

"Section 1. All signs or billboards other than those painted or erected upon any building shall be limited in their superficial area to one hundred (100) square feet, and shall be constructed of sheet or galvanized iron or some equally incombustible material, and such signs or billboards shall not be located nearer than twenty-five (25) feet back of the front line of the lot whereon the same is to be erected; provided, that signs not to exceed twelve (12) square feet each, may be made of wood, but such signs shall in all other respects comply with above section.

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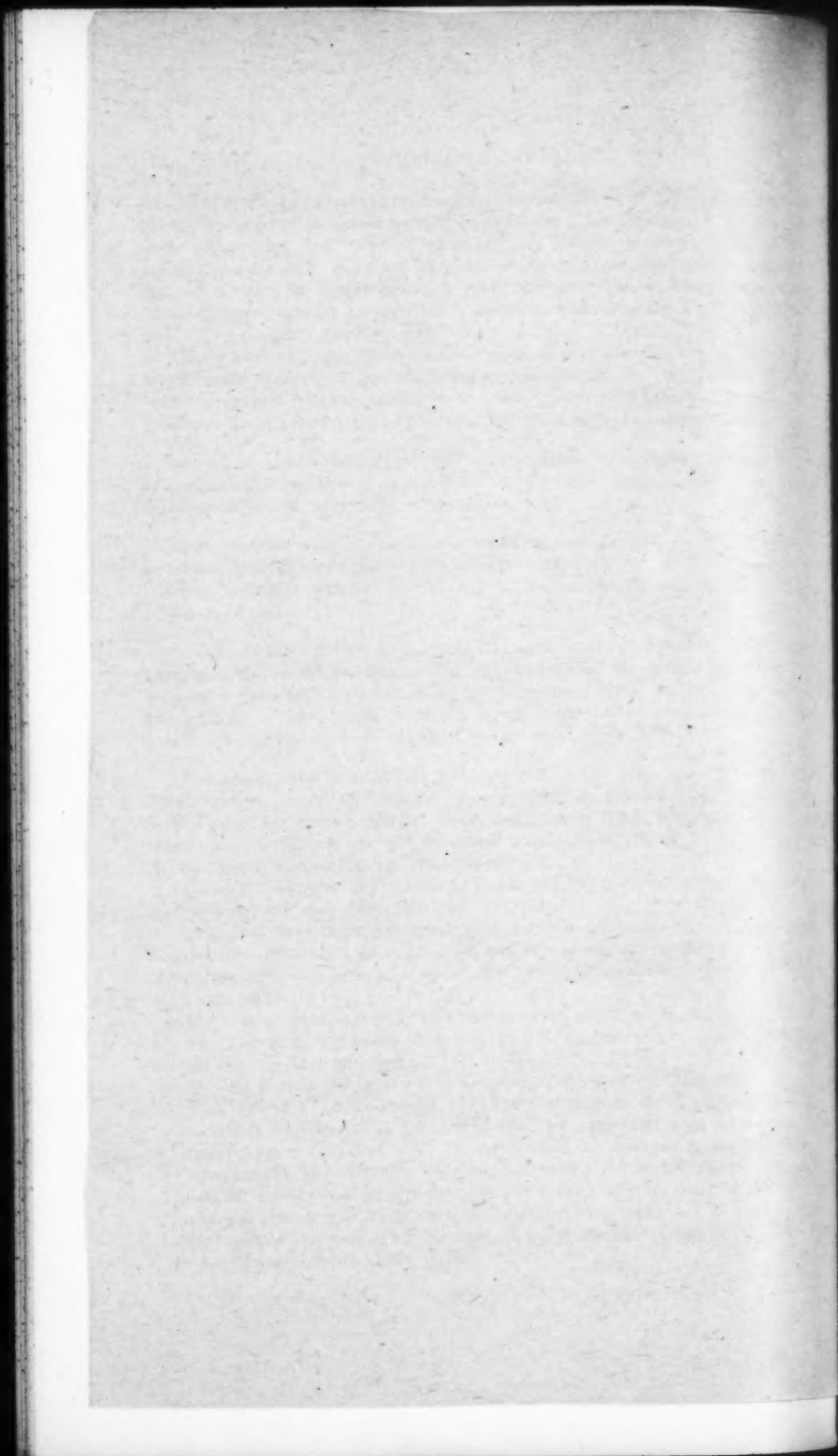
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"Sec. 2. No such sign or billboard shall be constructed at a greater height than ten (10) feet above the level of adjoining streets, and the base of the sign or billboard shall be in all cases at least three (3) feet above the level of the adjoining street; in case the grade of adjoining streets has not been established, no sign or billboard shall be constructed at greater height than ten (10) feet above the surface of the ground.

"Sec. 3. No such sign or billboard shall be erected within five (5) feet of any other sign or billboard, and each such sign or billboard shall have independent support.

"Sec. 4. No such sign or billboard shall be erected upon or along any boulevard or pleasure driveway, or in any street where three-quarters of the buildings in such street are devoted to residence purposes only, unless the person or persons desiring to erect such sign or billboard shall first have secured the consent in writing of three-quarters of the residence and property owners on both sides of the street in the block where it is desired to erect such sign or billboard.

"Sec. 5. All owners of signs or billboards erected before the passage of this ordinance, which signs or billboards have a superficial area exceeding one hundred (100) square feet, or which are of greater height than ten (10) feet above the surface of the ground (other than such signs or billboards as are painted or erected upon buildings), shall pay an annual license on the 1st day of July in each year, at the rate of fifty (50) cents per square foot; and in case of failure to pay such annual license within thirty (30) days of July 1st of each year, such sign or billboard shall be torn down by the fire department under the direction of the Commissioner of Buildings.

"Sec. 6. Any person, firm, company or corporation who violates, disobeys, omits, neglects or refuses to comply with, or who resists or opposes the execution of any of the provisions of this ordinance, shall be subject to a fine of not less than five (\$5.00) dollars per day, nor more than fifty (\$50.00) dollars per day; and every such person, firm, company or corporation shall be deemed guilty of a separate offense for every day such violation, disobedience, omission, neglect or refusal shall continue, and shall be subject to the penalty imposed by this section for each and every such separate offense, and any builder or contractor who shall construct any sign or billboard on vacant property in violation of any of the provisions of this ordinance shall be subject to a like fine.

"Sec. 7. This ordinance shall be in force from and after its passage.

And the following ordinance was duly passed by the City Council of defendant City on January 28th, 1901:

"An ordinance declaring what shall be nuisances and providing for their abatement. (Passed January 28, 1901.)

"Be it ordained by the City Council of the City of Chicago:

"Sec. 1. All signboards and billboards now or hereafter erected on any residence street within two hundred feet of any park, park boulevard, or driveway, except signboards not exceeding three feet square used for advertising the sale or renting of the property on which they are located, and all signs on buildings on any residence street within said two hundred feet, except signs advertising the business within, are hereby declared to be public nuisances, and such first-described signboards or billboards now existing shall be re-

moved by the owners thereof within thirty days after the passage of this ordinance, or upon failure thereof, the same shall be torn down and destroyed under the direction of the Commissioner of Buildings.

"Sec. 2. Any person violating this ordinance shall be fined not exceeding one hundred dollars for the first offense, and for each subsequent offense shall be fined in a like amount and imprisoned not exceeding three months.

"Sec. 3. This ordinance shall take effect and be in force from and after its passage."

On September 7th, 1900, the duly authorized officials of the building department of said defendant city, notified said complainant to remove a certain board mentioned in complainant's bill of complaint, and after the passage of the ordinance of January 28, 1901, a duly authorized official of the building department of said defendant city gave notice to said complainant to remove certain of their boards, pursuant to said ordinance of January 28, 1901.

\* \* \* \* \*

The construction of these boards, as above stated, would be fairly safe and substantial for a board not to exceed ten feet high. It is not safe, nor substantial, nor permanent when their height, continuity and situation are taken into consideration. The necessity of keeping the front of these boards free of obstruction makes those near the public walks more liable to fall over the walks than to fall backward when the uprights break or wear, or rot attacks them; and their sheet-like structure makes them peculiarly liable to be blown some distance by the high wind.

The billboards of complainant, built of combustible materials, as aforesaid, and more than ten feet high, as aforesaid, and of a continuous length, as aforesaid, and situated within twenty-five feet of the public sidewalk line on many of the most-traveled public thoroughfares, as aforesaid, and built nearer the ground than three feet, as aforesaid, constitute a public danger, as a possible source and communication of fire and conflagration, and constitute a danger to the public safety in the event of a severe wind storm, and they indirectly produce danger to the public health from the personal refuse deposited behind them. For the same reasons stated in this paragraph, the boards described in this paragraph, also in fact constitute public nuisances, whether the same are so denominated in any ordinance or law or not.

"Dense smoke emitted from smokestacks or chimneys is a nuisance whether so declared by ordinance or not."—*Harmon vs City of Chicago*, 110 Ill., 400.

\* \* \* \* \*

In the case at bar the defendant city proceeded to regulate these billboard structures by passing the two ordinances aforesaid. The question, therefore, is, Are these two ordinances and all parts of them, valid? \* \* [Authorities to show what nuisances are.] \* \*

We will now examine these ordinances phrase by phrase:

First: The ordinance of July 9, 1900, Section 1—"All signs or billboards other than those painted or erected upon any building" \* \* \*

Complainant's counsel contends that this classification omits to include signs and billboards upon buildings, and therefore discriminates between persons or places, in such manner as to violate the constitution of the State and nation in respect to special legislation. It is not necessary for a law to include all persons of all places; it is only required that they be uniform, operating alike upon all classes of persons brought within their provisions.



\* \* [Cases cited.] \* \*

To continue with the language of the ordinance:—"Shall be limited in their superficial area to one hundred (100) square feet." \* \* \*

Permanent buildings are regulated so as to resist wind pressure. And why should not temporary signs and billboards be so regulated?

It is authorized under the police power, and also under the Sixty-first Clause of Section 1 of Article 5 of the Cities and Villages Act aforesaid.

"And shall be constructed of sheet or galvanized iron or some equally incombustible material."

This is a reasonable and proper regulation for the purpose of guarding against the calamity of fire, and is authorized under the Sixty-second Clause of Section 1 of Article 5 of the Cities and Villages Act, and under the police power.

"And such signs or billboards shall not be located nearer than 25 feet back of the front line of the lot whereon the same is to be erected."

\* \* \* \* \*

This regulation has not the effect of depriving persons of the use of a part of their property without due process of law. It deprives persons of the right to erect dangerous and unsafe structures on such part of their land as will endanger the public safety. It deprives them merely of the right to misuse their land, and the regulation is due process of law, being duly passed pursuant to statutory authority known as the police power. \* \*

"No such sign or billboard shall be constructed at a greater height than ten feet above the level of adjoining streets."

The restriction above mentioned to one hundred square feet would be incomplete without a limitation on the height of the board, because said restriction of one hundred square feet would still permit, for instance, a board fifty feet high and two feet wide, which would be exceedingly dangerous.

"It is a necessary and reasonable regulation authorized under the police power."—*City of Rochester vs. West*, 164 N. Y. 510. [Cited above.]

\* \* [Other sections upheld.] \* \*

"Section 3. No such sign or billboard shall be erected within five feet of any other sign or billboard, and each such sign or billboard shall have independent support."

The new construction under Section 1 of this ordinance, being of sheet and galvanized iron, a new reason arises making it necessary to break the continuity of the boards so as to prevent these boards from conducting lightning or equally dangerous electricity by means of crossed wires, a danger become more and more frequent in this electrical age. \* \* \*

\* \* \* \* \*

"Section 4. No such sign or billboard shall be erected upon or along any boulevard or pleasure driveway or in any street where three-quarters of the buildings in such street are devoted to residence purposes only, unless the person or persons desiring to erect such sign or billboard shall first have secured the consent in writing of three-fourths of the residence and property owners on both sides of the street in the block where it is desired to erect such sign or billboard."

This section for boulevards and residence streets forbids the erection of such boards unless consent in writing is obtained of three-quarters of the property owners on both sides of the street in the block where the board is to be erected.

Here the City Council makes a sub-class of boulevard and residence street lot owners. Is the discrimination, or favor, based upon sufficient reason? The only reason that occurs to the master is this: Such sign and billboard structures are comparatively more ugly and disfiguring to the carefully maintained scenic beauty of boulevards and residence streets than in ordinary business and factory districts. Some of the witnesses who are park authorities have laid particular stress on the objectionable character of billboards facing the parks and boulevards.

It has been argued that foreign cities regulate improvements of property according to certain municipal art ideas, but this court will require more definite and better authority than this suggestion in order to support an ordinance that seeks to carry out some certain ideas of municipal art in its regulations of private property.

This section is invalid because it discriminates arbitrarily and without reason between signs and billboards on private property fronting the parks and boulevards, and private property fronting other streets of the municipality.

"Section 5. All owners of signs or billboards erected before the passage of this ordinance, which signs and billboards have a superficial area exceeding one hundred square feet, or which are of greater height than ten feet above the surface of the ground (other than such signs or billboards as are painted or erected upon buildings), shall pay an annual license on the 1st day of July of each year, such signs or billboards shall be torn down by the fire department under the direction of the Commissioner of Buildings."

This is not a license upon the business of bill posting or sign painting, but structures known as signs and billboards and possessing the features stated in this paragraph.

This provision in relation to the payment of the license fee is invalid and void, as the City Council has no authority under the constitution or the act under which the city is organized to require any license for the erection or maintenance of signs and billboards. \* \*

We will now proceed to the consideration of the ordinance of January 28, 1901. This ordinance is as follows: [See above.]

\* \* \* \* \*

"It is a familiar rule of law that all penal statutes and ordinances must be construed strictly."—*Village vs. Webster*, 108 Ill., 419; *Elgin vs. Picard*, 24th App., 340.

Adopting a strict construction, it is seen from the evidence that the complainant has no sign or billboard "on" any residence street. They are all on private property. Therefore the defendant city has no power under said last mentioned ordinance to interfere with complainant's signs or billboards.

But even if we adopt a more liberal construction as that the ordinance last mentioned has reference to signs and billboards on private property facing on residence streets, still the last mentioned ordinance is unreasonable, invalid and unconstitutional for the following reasons:

First: The ordinance refers to a residence street. The ordinance gives no definition or method of ascertaining what is meant by a residence street, nor is there any legal rule whereby the meaning of such term can be ascertained. \* \*

Second: The ordinance is unreasonable, invalid and unconstitutional because it declares an entire class of things to be public nuisances, whereas only certain members of that class possessing certain features are in fact nuisances. It is not

a fact that "All signs and billboards excepting sign boards not exceeding three feet square used for advertising the sale or renting of the property on which they are located, and except signs on buildings advertising the business within," are nuisances. It depends upon the presence of certain features menacing the safety, health, convenience and good order of the of the public whether or not certain signs and billboards are nuisances. \* \* \*

Third: The ordinance is also invalid because it discriminates between places within the municipal limits without sufficient reason therefor.

Fourth: The ordinance is also invalid because it further provides that all signs and billboards now existing, regardless of their condition or character, shall be removed within thirty days, or upon failure thereof, the same shall be torn down and destroyed under direction of the Commissioner of Buildings. This would be depriving citizens of property without due process of law.

Section 1 of the ordinance of January 28, 1901, would not permit a small sign board: "Keep Off the Grass," a foot square, on any part of a man's private lot. Even the park authorities would be prohibited from erecting such a sign.

\* \* \* \* \*

These decisions have been quoted somewhat at length, as they indicate the trend of judicial interpretation and as they suggest not only what ordinances may be upheld by the courts, but also ways in which the billboard nuisance may be dealt with.

#### Various Suggestions.

How far the artistic character of signs should be made a matter of municipal regulation is questionable. The decision last cited seems to refuse to accept aesthetic consideration as a proper basis for regulating signs. But if the billboards were limited in size, if it were made illegal to erect large signs or cover blank walls with large advertisements, advertisers would be obliged to adopt means of attracting the eye other than size. The poster itself would then have to be reconstructed, and more attention being paid to its composition, it would become more artistic and less offensive. Thus, by limiting size, two objects would be attained: freedom from large glaring signs, and the construction of more artistic posters.

It has also been suggested that cities erect their own billboards and thus prevent the use of signs which are inartistic, immoral or otherwise offensive to the public. Such a plan is doubtless applicable to street stands, kiosks or garbage receptacles, as is done in European cities; but it would doubtless be unwise to extend the principle any further, as almost the same results can be achieved without extending municipal activity in such a questionable direction.

It has been suggested that billboards might be taxed and a

scale of fees so arranged as to impose heavy burdens upon unusually large signs and inartistic displays. Aside from the constitutionality of such a method as applied to American cities, it is doubtful whether it would achieve the desired results. And if a form of advertising is at all proper, it should not be made to bear an unusual burden, and if it is improper, it ought not be allowed, even though it pay a considerable fee. However, there may be such peculiar local restrictions or other local conditions that the taxing power would be the best means of reaching the desired ends in some cases, and the tax might be placed so high as practically to prevent the signs particularly objectionable.\*

\*In a recent issue of the *Evening Post*, Mr. John DeWitt Warner suggested among other things:

"Where it is desired to restrict use by private owners of their own property, e. g., facing on a park, whenever lands are condemned for a park or street opening, there should be included such restriction of lands about as might be necessary for the purpose indicated. This would generally be an actual benefit to property thus restricted that damages could rarely be shown, and any awarded would generally be assessed back upon the fee thus restricted. In case of property fronting on parks already open, its condemnation to restriction only would generally involve only the slight cost of the proceeding itself—the fact and probable award in most cases being that all considered the value of the property was actually increased by a restriction which protected it as well.

"The most urgent need of all, however, is to rouse public opinion and educate public taste. As to how loud the reveille and how primary the teaching needed, witness the advertising for which our most dignified art association rents its premises; the similar prostitution by our city of enclosures within which it is building our finest buildings, the "yelling" blazon of their piano makers' name that our concert impresarios flaunt in the face of opera house audiences, and many another indication that, here as in other countries, it is representative of culture that must themselves be taught before they can lead."

#### Advertising—Its Uses and Abuses.

In every movement to restrict the use of signs, the advertisers themselves will assist. Thousands of dollars are spent every year and which need not be spent if there were some limit beyond which one could not go. At first, the advertisements were very simple and unobtrusive, but the competition to attract attention has become so fierce that old methods are worthless, and the only hope of the advertiser is to repeatedly hit upon something new, to go a little further than his predecessor, until now enormous sums are annually expended. It is estimated that upward of four hundred millions of dollars are spent yearly in the United States for advertising.

Public regulation would save a large proportion of this, and so long as no one advertiser has an advantage, the firms competing for trade would be satisfied to conduct their advertising on a smaller scale.

At the present moment, we have become so accustomed to lurid signs that the small advertisement is no longer noticed. We are like an opium eater who requires a small dose at first, but whose system soon fails to respond to the small portion and demands an amount which would kill a person unaccustomed to the stimulant. But if return were had to normal conditions—if there were no enormous signs—we would soon be reached as effectively by small advertisements, with less expense and with no offense to public tastes.

Let no one misunderstand me or interpret the above as an argument that all advertising is an evil and should be rooted out. Some of it has an important part to play in progress. The adoption of new and improved ideas, methods and machinery would be greatly retarded if there were no such thing as advertising. I venture to assert that a large portion of the rapid progress made within the last twenty years, so far as the enjoyment and welfare of the people are concerned, is due to advertising. Indeed, there are thousands who glance over the advertisements in the magazines almost as punctually as they read the contributed articles it contains. But to conclude that all advertising is good is as illogical as to conclude that all is bad because some of it deserves severe condemnation. Upon this point a quotation from "The Publications of the American Statistical Association" for December, 1900—"Advertising in the United States," by Dr. Sydney A. Sherman—is apropos:

Let it be understood that advertising has a legitimate function, namely, to make the qualities of goods and the conditions upon which they may be had, as a preliminary and necessary condition of their being distributed among the people. But when it is used to introduce or increase the sale of an injurious or worthless article; when it influences the public to an undue expenditure upon a good article; when its volume goes beyond what is necessary to inform the public; and when it serves merely to divert existing demand into particular private channels—in all these cases, and they constitute a large part of total, advertising is an economic waste. \* \* \*

## REVIEWS OF LITERATURE.

### CITY GOVERNMENT.

*The Improvement of Towns and Cities; or, the Practical Basis of Civic Aesthetics*  
By Charles Mulford Robinson. New York, G. P. Putnam's Sons, 1901.  
12mo, 309pp. Cl., \$1.25.

It is most significant that Mr. Robinson has thus entitled his book, and more so that, on reading it, one finds its subject to be, as its sub-title expresses it, "The practical basis of Civic Aesthetics." Ten years ago such a title would have guaranteed essays on sewerage, street railways, markets, docks and ferries. But such themes are scarcely noted, much less treated, in the present volume; and, while most of the "improvements" he discusses do tell direct for material well-being and business prosperity, even these are treated as incidentals to Civic Aesthetics. It is the City Beautiful, and therefore proud, joyous, healthful and prosperous, that Mr. Robinson constantly keeps before us. Such treatment suggests his conviction—and the reception accorded his work verifies it—that problems of bare utility, that but lately claimed precedence, have been superseded in public interest by those of Civic Art in its broadest sense. Not that the former are less important than they were, but that their solution has been so far worked out that the great majority of us may assume them settled, so far as concerns any item in which our judgment might be of aid.

On the other hand, we have lately gotten wide awake to the many directions in which any citizen who can see, hear, smell or feel, and think a little to boot, can work towards making his city more congenial to those with like capacity to suffer or enjoy the condition in which they live and labor, or rest.

Mr. Robinson's theory is that a city should express the intelligence, morality and enterprise—the ideas and ideals of its people; also that these same cities, in fact, so fail to be what common taste demands and common sense should make them, that aesthetic suggestion is the contribution most called for toward municipal weal.

He is right to an extent little appreciated by many who purchase his book, and who rightly assume its appeal to be directed to them, our "good citizens," representatives of culture, leading business men, and political magnates. It is the masses, not the classes, who best appreciate art. In our courts, in our exchanges, in our legislatures, at work in our laboratories, adorning our "professions," are many distinguished and worthy men who have cultivated one or more faculties at the expense of others, until they have become blind to color, deaf to music, or dumb to feeling. But your average fellow-citizen is not so. Nine out of ten, taken at random from schools, work-shops, holiday crowds, can still see and hear and feel. The masses of no city ever failed to appreciate a beautiful park, a grand temple, a dignified statue, an effective historic painting, a strain of lofty music or a rhyme that deserved to be popular.

Our cities have only lately brought to the front what is henceforth more and more to be the force that directs and develops them—the civic pride and ambition of the mass of our citizens. For the first time, not merely in our history, but in



that of the world, they are so nurtured as to increase their capacity for enjoyment, but not so "cultured" as to be dwarfed in all directions in which they have not been trained into monsters of perfection.

The art lesson of the ages is that the only great art is public art. The Golden House of Rome and the Hanging Gardens of Babylon were doubtless noteworthy; the Alhambra and the Taj Mahal are beautiful yet; but the former were insignificant beside the Acropolis, where the Athenians glorified their state, and the others all but forgotten in comparison with the glories with which her burghers made Florence out-blossom her lilies.

Moreover, public art is the only fertile art: Once inspire the public of a city with ideals of dignity and beauty, and each, in his way and time, will develop them. Civic art is a fire built in the market-place, at which each can light his torch; private art a hearth fire, which warms only its builder, and goes out with his fortunes.

Mr. Robinson thus states the plan of his work:

(p. viii). "The purpose of this book, then, is not exhaustive discussion. It does not pretend to say all that can be said of the work for beauty in cities and villages; but, reviewing the whole broad field of the modern effort, it tries to pick out the salient points, to declare the best that has been done along every line, and how and when and where it was done—encouraging by showing the progress attainable because somewhere attained. So it would supplement with constructive criticism that which heretofore has been so largely destructive.

"But it has other practical purposes even than this.\* It would show the co-ordination of the efforts, the dependence of each upon all the others, in order to secure a logical, harmonious result; the place and duty of each regiment of fighters in the battle for urban beauty, and would be a reminder that none fights alone. \* \* \* There is work enough for all and a place for each.

"The specialist, seeing much in little, does not see far. In zeal for pavements, one forgets the trees; in zeal for parks, the thoroughfare is forgotten. It has seemed well, then, in the great new awakening of enthusiasm and concern for city beauty in a score of directions, at last to grasp them all, to group them logically in a single volume and show the relative positions."

Not merely has he frankly given credit to those from which he has gleaned ideas, but he has gone out of his way to do so, mentioning more than a hundred organizations now active "whose work, in one way or another, has here a mention." And, by the way, he gives such credit to the Reform Club in general, and Municipal Affairs in particular, that they are as indebted for the effective use he has made of their work and pages as he is welcome to the great amount he has borrowed therefrom.

The catholic scope of the book can be shown in no other manner so well as by quoting its Table of Contents:

"A. Foundations of Civic Beauty.

"I. The Site of the City. Its Influence—Treatment of Irregularities of Surface, of Water-front—Artificiality and Naturalness.

"II. The Street Plan. Pertinence of the Consideration—Diagonal, Grid-iron, and Circular Plans—Their Union—Application in Details—Placing of Public Buildings—Suburban Territory—Street Nomenclature.

"III. The Elementary Constructon. Bridges—Street Paving and Cleaning—Street Lighting.

"B. Beauty in the Street.

IV. Suppression and Repression. Burial of Wires—Dealing with the Smoke Nuisance—Regulation of Buildings with Æsthetic Purpose—Scrutiny of Street Traffic—Noise—The Alliance of Hygiene and Æsthetics.

V. The Advertisement Problem. Censure of Advertisements on Æsthetic Grounds—Work of "Scapa" in England and the Control Exercised in Continental Cities—Encouraging Beauty for Signs in Belgium—Undeveloped Possibilities—Posters.

VI. Making Utilities Beautiful. Incentives to Artistic House-Fronts—Efforts in Belgium and Paris for "Art dans la Rue"—Municipal Art Societies in the United States—Color on Streets.

VII. The Tree's Importance. Rise and Esteem for Trees in Cities—Two Views as to Their Proper Ownership—Paris and American Cities—Activity by Village-Improvement and Tree-Planting Societies—The Tree's Sanitary Importance.

VIII. Possibilities of Gardening. *Rus in Urbe*—"Parking" in Business and Residence Sections—Gardens, Vines, and Boxes—Corporation Grounds.

C. Æsthetic Phase of Social and Philanthropic Effort.

IX. Parks and Drives. Æsthetic Function of Parks—Growth of the Demand for Them—Individual Beneficence—Associated Interest—Speedways, Beauty-Drives, Park Approaches.

X. "Squares" and Playgrounds. Primary Purpose of City "Squares"—Formalism and Appropriate Treatment—Suggestions for Treating Playgrounds—Their Prominence and Popularity—School-Yard Decoration.

XI. Architectural Development. Cities Popularly Judged by Their Buildings—The Rise of Luxury—Interior Adornment of Old Structures with Mural Paintings.

XII. Architectural Obligations. Protection of Ancient Architecture—The Choice of Building Sites—Picturesqueness for the Slums—Street Erections.

D. Æsthetic Phase of Educational Effort.

XIII. Function and Placing of Sculpture. Sculpture Necessarily Educational—Instruction in Morals, Civics, and History—Necessity of an Art Ideal—Suggestions for Placing City Sculpture—A Definite System.

XIV. Popular Education in Art. Its Relation to Civic Æsthetics—Art Educational Conditions in American Cities—English City Schools and Galleries—Place of Municipal Art.

E. Means to Secure Civic Æsthetics.

XV. Work of Individuals and Societies. Recognition of Art's Nearness to Life—The Local and General Associations—Local and National Societies of Art—Coöperation, Common Sense, Vigilance.

XVI. Work of Officials. Two Views of Municipal Art: (a) A Natural Product of Town Development—Responsible Officials Form Societies—(b) A Luxury Delegated to Separate Commissions—The Proposal for a National Art Commission—Theory of Paris as a Medium Course.

Conclusion. Appendix. Index.

His "Conclusions" are also best stated in his own words:—

(285) The first of these is re-emphasis of the necessity for a suitable foundation upon which to lay our civic adornment. \* \* \* There is wanted appreciation of the futility—of the humor, and even of the pathos—of straining for urban dignity and beauty by putting statues on unpaved streets, by

erecting pretty street lamps but hideous bridges; of the folly of expecting city beauty if good facades may be covered with glaring signs, if the water-front be unimproved, the sky-line lost in clouds of inky smoke. \* \* \*

(286) Genuine progress toward beauty of town and city can be only logical and harmonious. If the crusade is to amount to anything, it must begin with demands for comfort and well-being that will appeal to all as reasonable. The wish for a beautiful street will remain always visionary until the want is felt of a good street and a clean one. The civic Renaissance that broke over Italy in the fifteenth and sixteenth centuries was preceded by such a rational movement. \* \* \* In the fourteenth century the cities presented a "spectacle of solid and substantial comfort," and the way was so prepared for the Renaissance.

Events move more rapidly to-day, but the order of procedure remains the same. The requirements of elementary construction are still essential to ultimate success. Communities that are going about the provision of adequate water and sewage facilities, that are spending their resources in the opening and paving of streets, and for keeping them clean, are taking the first steps, even if unconsciously, toward municipal art. \* \* \*

(287) The second thought, then, is that civic art is not an outgrowth only of fashion and large gifts. They may do much to make beautiful a village, but in a populous community the roots should reach down to the common people, to the people who individually have little money but who by force of their numbers stamp the public taste and opinion, to those to whom the city's care is ultimately committed. There can be no exclusiveness to civic art.

Friends to the cause of beauty in the community should give their labor more than their money, for beauty of village and town is not a thing to be bought. A fine piece of sculpture will not do half as much as a little care and vigilance. \* \* \* No legislation will give efficient city government if public interest be lacking, and municipal art waits for its final triumph upon efficient city government. \* \* \* Such enthusiasm may well demand for itself the firm foundation of belief in the holiness of beauty. Looking out upon the world, let it note that if sunrise and sunset, if summer sky and winter night, if bending heaven and up-reaching earth have beauty, nature giving constant example of its coupling with utility, we may accept beauty of environment as part of the divine plan and fear to shut it out from the crowded life of cities. \* \* \* Dare we say that a city must be ugly? Something very like religious fervor can be put into the zeal for city beauty, sustaining it through long patience and slow work.

It also appears, in review, that a dozen other practical motives than religious enthusiasm may give strength to the desire for city beauty. We have seen the economic argument, in the attraction of the wealth and culture of the leisure class and the transient trade of tourists. We have seen the philanthropic argument, in the brightening of the lives of the poor; the educational, in the instructive possibilities of outdoor art; the political, in the awakening to civic pride. There are reasons in plenty for the interest of any city in the subject of municipal art. \* \* \*

(293) In 1899 the Art Workers' Guild of London gave at the Guild Hall a spectacle, which they called a revival of the masque. It was named "Beauty's Awakening," and closed with a vision of the world's fair cities. One by one they came forward, picturesque and many-colored, to be introduced by the

Muse of History. There was Thebes, wearing garments of Egyptian blue and cloth of gold; Athens, in flowing white drapery, bearing a sculptured image; Rome, in the imperial purple, and Byzantium, in lilac and gold, and splendidly crowned. Coming to later days, we saw Florence attired in deep-blue, carrying a blood-red lily; Venice in crimson, with an upheld casket of jewels; Nuremberg in dull red and yellow, with Albert Durer in her train; Paris in gorgeous brocade, and wearing a crown; and Oxford in black robe and scarlet hood. Last of all was London, bearing about her the tokens of wealth, but with her train sadly soiled.

It is in laying to heart the lesson of this allegory, through turning to account the great riches, the mighty impulses of philanthropy and education, the high sanitary ideals, and the resources of modern science and engineering, that men and women are to-day setting about the purging of London's gown, with a trust in ultimate success; that modern cities hope to take their place with the little Thebes and Athens and Florence of long ago.

In the world-wide civic battle between Ugliness and Beauty, consider what allies have now been gathered to Beauty's side. To spur on these allied forces to new confidence and endeavor the present record of the combat has been compiled.

In arrangement, condensation, and index, the work is well-nigh ideal.

New York City.

John DeWitt Warner.

### HOUSING IN NEW YORK.

#### *Report of the New York Tenement House Commission.*

This is an exceptionally interesting and important document. It marks an era in sanitary progress, and the law which has been passed and signed by Governor Odell as a result of the Commission's labors is a vast step in advance in American legislation.

The Commission appointed by Governor Roosevelt comprised men of exceptional fitness for the task before them, and they worked with great industry and harmony. Special credit belongs to Mr. Robert W. DeForest, the chairman, for the tireless energy and unflinching tact with which he carried through the work, without creating needless antagonism nor yet making too many compromises. Mr. Lawrence Veiller, the secretary, also deserves commendation for the preliminary reports on Tenement House Legislation in New York (1852-1900), and on Housing Conditions and Tenement Laws in Leading American Cities, which contain much valuable information.

Governor Roosevelt, when he appointed the Commission, truly remarked as to the importance of its task. The housing problem has a vital relation to the drink question, the problem of crime, and of morals in general, all of which have a direct relation to good citizenship. There are 82,652 tenements in Greater New York, occupied by 2,372,079 persons, or two-thirds of the total population. One-half of these buildings are on Manhattan Island. If it is true that "as the houses, so are the people," it is no wonder that the metropolis is so lacking in civic pride, or so far behind other municipalities in many things.

The Commission held a number of public hearings to collect evidence from builders, landlords, health officers, sanitary experts and other interested persons. It also investigated the manner in which the present tenement laws are carried out, and rather astonished the building department officials by its revelations on these

points. The prevalent slackness in the enforcement of the laws was shown to be due to divided responsibility between the health and building departments, and therefore a new and distinct Tenement House Department was recommended and was ordered by the Legislature.

A careful record will be kept of every tenement and regular inspections made of sanitary condition. As there are 1,200 blocks of tenements on Manhattan Island alone, a force of 190 inspectors will be required for Greater New York. No tenement will be allowed to be occupied without a certificate from the commissioner that it is habitable, and this permit may be withdrawn should the building deteriorate and become unsanitary. This will prove of great help in enforcing the building laws, which have hitherto been a dead letter. Out of 11,000 recent violations of the law, a penalty was only enforced in *four* cases.

The commission is of opinion that the best solution of the present and future tenement-house problem will come through the creation of a separate department charged with no duty except the supervision of the tenement houses—a department of such size as to adequately fulfill such functions.

The much-mooted subject of air shafts was thoroughly investigated and their radical defects pointed out. It was advised that they no longer be permitted, but courts of ample area substituted. For inner courts a minimum width of twelve feet is laid down. Where inclosed by four walls, the minimum dimension is fixed at twenty-four feet. Space at the rear of tenements is slightly increased, and only 70 per cent. of a lot is allowed to be built on. Non-fire tenements are limited to five stories, unless forty feet wide, where six stories are permitted. More stringent rules in regard to lighting hallways are proposed, and also in regard to fire escapes.

By the new law, any tenement landlord who harbors a prostitute on his premises may be fined \$1,000.

The Commission recommends that streets in tenement districts should be paved with asphalt, and that they should be well lighted and kept clean. More lavatories and public conveniences are recommended.

The average profit on tenements ranges from 5.81 per cent. to 7 per cent.

Baths are being introduced in most new houses of this class.

The press in general has commended the report for its "moderation and practicality," but it is sufficiently drastic in its provisions to satisfy the most radical reformer. If the right sort of a tenement house commission is appointed by the next Mayor, valuable results may be expected from his labors, while, in any event, he will not be able to evade responsibility for neglect to perform his duties.

New York City.

Chas. F. Wingate.

#### FARM COLONIES.

*Back from the Soil.* By Bradley Gilman. Boston, L. C. Page & Co., 1901. 12mo, 242pp. Cl., \$1.25.

This book is an account of an imaginary farm colony. It is supposed to be located some fourteen miles from a large city. The unlovely name of the supposed town is Circle City. One of the principal objects in the minds of the founders of the supposed colony is to obviate the loneliness of country life, and this they propose to accomplish by laying out the colony in an original manner. Imagine a small circle within a very much larger circle, but with the same centre. Let the portion of the large circle not included in the smaller be divided by radii into a large number of portions of equal size. Each portion will be wedge-shaped, minus

the thin edge of the wedge; each will front upon the small inner circle, and each will include a goodly portion of the entire space. The small circle is to be a public park and to include the public buildings of the proposed colony. The spaces between the radii are the farms, the buildings in each instance being so placed as to front upon the public parks and to be near the public buildings.

The plan is certainly ingenious. An interesting, though we cannot say convincing, account is given of the development of the colony, of its material prosperity, its educational and religious institutions, its self-government, and, perhaps most interesting of all, the introduction of intensive farming and of a number of small industries,—bee keeping, the raising of silk worms, ice cutting, etc., etc.

Dr. Edward Everett Hale, in an introduction, asks us to take the book seriously, and quotes the saying of Mr. Frederic Law Olmstead that he considered the urbanizing of the country to be an enterprise far more important in the life of America than the ruralizing of the cities, important as that is.

Mr. Gilman's book should stimulate interest, and we hope experiment, in the direction of inducing some of the denizens of our overcrowded city quarters to return to the more healthful conditions of the country. This is a field, however, in which an ounce of actual experience is worth a ton of theory. The experience of the Jewish colonies at Alliance, Rosenhayn, Carmel, and Woodbine, N. J.—the last being the late Baron de Hirsch's well-known community—should be, if carefully recorded, of inestimable value. A brief but interesting account of them is given in the *New York Evening Post* of October 29th, 1901. The experience of the Salvation Army farm colonies should also be most instructive if carefully and impartially recorded.

New York City.

Homer Folks.

#### HANDBOOKS ON ENGLISH CITIES.

*The Municipal Year Book of the United Kingdom for 1901.* Edited by Robert Donald. London, Edward Lloyd, 1901. 12mo, 566pp. Cl., 2s. 6d.

*The London Manual for 1901.* Edited by Robert Donald. London, Edward Lloyd, 1901. 12mo, 352pp. Cl., 1s. 6d.

*Municipal London, 1900.* By C. A. Whitmore, M. P. London, A. and C. Black, 1900. 12mo, 90pp. Paper, 1s.

Few changes are made from year to year in the organization of local or municipal governments in Great Britain. The field of municipal activity, upon the other hand, is constantly widening. A few towns are relinquishing functions which they once possessed, but a larger number by far are undertaking new activities. Municipal water works, gas plants, electric lighting plants, street railways, tenements, lodging houses, baths, libraries, markets, abattoirs are becoming more and more numerous; the most noticeable increase being in the case of electric lighting plants and street railways.

*The Municipal Year Book* is principally devoted to this field of municipal government. Its plan is to state in the case of each town what functions are performed, to give the latest facts and statistics regarding each activity, and to chronicle the principal municipal happenings during the past year. Not infrequently, a brief historical introduction is given and something of the town government, including always a list of the officials. A few topics have special chapters, such as Housing, Tramways, Municipal Telephones, etc., but the general plan is to treat each town separately.

I know of no book which contains so much information and statistical data



regarding British municipal government. It would be considerably improved, however, if summaries were presented in tabular form.

*The London Manual* issues from the same source, and is similar in character. Here, more attention has been given to the governmental organization, as is necessary owing to the conglomeration of local areas and bodies. The Borough Councils Act of 1899 simplified matters somewhat, but there are still "nearly 400 different authorities engaged in the work of public administration." Of course the most of these are unimportant, but there are some 70 which deserve notice.

The principal difference between *The Manual for 1901* and its predecessors is the new section upon the twenty-eight boroughs recently formed. Each one of the boroughs is treated in detail, as in the *Year Book*, and in addition the act is published and comparative statistics collated. A number of maps and illustrations illumine the text. Its usefulness for handy reference cannot be overestimated.

*Municipal London* is a much shorter work, and is devoted to the Act of 1899. Chapter I is upon "The Growth of London Government." Chapter II explains "The London Government Act, 1899," supplemented by a reprint of the act itself. This book cannot take the place of the *Manual*, and is not intended to, but constitutes a very useful and clear exposition of the borough government recently constituted.

#### BOOK NOTES.

*Moody's Manual of Corporation Securities* (New York, Moody & Co., 1901, 8vo, 1,512pp., Cl. \$7.50) devotes over 350 pages to telephone, street railway, gas and electric light companies, the only important omission of public service corporations being, therefore, water companies. The general plan is to give a description of the property, a statement of capitalization, earnings, dividends, etc., and a list of officers.

*The Government of the American People*, by President Frank Strong and Professor Joseph Schafer (Houghton, Mifflin & Co., 1901, 12mo, 250pp., Cl., \$.65) interests us here only so far as its chapters on City Government are concerned. Thirty-two pages are devoted to this topic—one-eighth of the book—and it is very much doubted whether the student will have any accurate idea of the city or its government. The book may serve its purpose in rural communities and suit those who care little about cities, but it certainly is lacking the true prospective. Excepting the part upon cities, the book seems to be a decided improvement over many of its class.

Mr. Henry Holt, in *Talks on Civics* (New York, Macmillan Co., 1901, 12mo, 400pp., Cl., \$1.25), has given us a much broader work. He sees that governmental forms are but the skeleton and that it is the living, moving, acting organism that is much more interesting, as well as important. The book deals with "civil relations," and treats, therefore, of rights of the individual, functions of government, disputed questions of politics. The form of government is left to other hands. Within, in the field delimited for study, the work is ably executed and pleasingly presented.

*Monopolies Past and Present*, by Professor James Edward Le Rossiquol (New York, Thomas Y. Crowell & Co., 1901, 12mo, 256pp., Cl., \$1.25), is largely historical and deals principally with other than municipal monopolies, which are discussed in Chapter VII. The philosophy of the movement towards monopoly is well stated and the methods of controlling monopolies briefly considered. The arguments for and against municipal ownership are succinctly presented. The author has not

attempted to offer any new panaceas, but rather to present the facts in a concise manner.

*Newyorkitis*, by Dr. John H. Girdner (New York, Grafton Press, 1901, 12mo, 164pp., Cl. \$1.25), is the diagnosis of a new disease which attacks city dwellers. "The mind, soul and body have departed more or less from the normal."—(p. 31.) The symptoms are "limited mental vision," "a morbid and perverted mind, dislike for offspring," "moral short-sightedness," physical deterioration, etc.; in short, all the evils that are peculiar to city life, and *many others*. The indictment is comprehensive. The treatment is "culture" in a broad sense, including mental equipoise, a Christian life and a well-developed body. Doubtless other cities, envious of the temporary advantages New York has secured by being allotted a place in medical science, will produce similar treatises upon Bostonitis, Chicagoitis, and Minneapolisitis.

*A Landmark History of New York; Also, the Origin of Street Names, and a Bibliography.* By Albert Ulmann. New York, D. Appleton & Co., 1901, 12mo, 285pp. Cl., \$1.50.

This book, from its style, is evidently intended for youthful students of the city's history, and is so juvenile in places that it repels an adult reader. It does contain, however, a large amount of interesting information. It does not pretend to be a connected or philosophic history of New York, and reminds one of a guide-book, *a la* Baedeker. Those who wish to find what remains of the past, to trace the origin of the many queer street names, or to ascertain the important events associated with each locality, will find this book invaluable. A comprehensive bibliography and complete index add much to its usefulness.

*Municipal Accounting.* By F. H. Macpherson. Detroit, Book-Keeper Pub. Co., 1901. 8vo. 46pp.

This little book is designed for financial officers of small cities. The larger cities must frame their own forms of accounts and their own systems, which fit the peculiar local conditions. Indeed, it is doubtful whether the forms given will be of use to many cities except to suggest what to do. Nearly every city has a charter differing from every other city, and its financial department must be organized to fit the charter.

The book contains many tables which will be of use; but it is unfortunate that no word of explanation is inserted as regards the table showing what a sinking fund will aggregate at different rates of interest and for varying periods. As a matter of fact, interest does not compound annually, for immediate investment cannot always be found. Thus when the bonds come due, the sinking fund created to wipe them out is not sufficiently large, unless this considerable allowance is made from the tables given.

*Public Health and Housing.* By John F. J. Sykes. London, P. S. King & Son, 1901. 12mo, 216pp. Cl., 5s.

The title of this book indicates quite accurately the position of the author, who deals with the housing problem only in so far as it affects the health of the community. After stating the problem in these terms, and after showing the effects of bad housing, he suggests methods for improvement, the principal one being the enactment of ordinances and statutes requiring private builders to provide necessary light and air. The building which has not been constructed for housing many families, but which has been put to this use without extensive remodelling, seems to him to be the central figure of the difficulty. "I am firmly convinced," he says

upon page 146, "that the greatest hope of regeneration lies in adapting and enlarging the better type of tenement houses to the altered usage to which they are put, and without an effort in this direction; even when the acuteness of the overcrowding has been modified, the ill effects will continue to persist."

Dr. Sykes apparently does not believe that improvement of transportation facilities, or municipal housing, or economic reforms will greatly help in solving the problem; at least, he devotes no attention to some of these factors, and passes over others without extended discussion.

The book before us is not an elaborate discussion of the problem. The author aims rather to consider the elemental facts, and it will be of more value to the person who is not familiar with the question than to those who have read widely and studied long this most difficult problem.

*Inside the Machine: Two Years in the Board of Aldermen.* By P. Tecumseh Sherman. New York, Cooke and Fry, 1901. 12mo., 100pp.

The Board of Aldermen of New York City, like the local legislatures of many other cities, has of recent years possessed few powers, and is wholly devoid of confidence upon the part of the people. The Commission which drafted the Greater New York charter halted between two opinions. Upon the one hand, they feared to give the Municipal Assembly—the local legislature—full authority because of the popular distrust. Upon the other, they perceived that unless some power were given it, it would not attract to its membership persons of ability and influence. The final result was a weak compromise. A few new powers were conferred; but no sooner had the new charter been put into full operation than conflicts arose between the Municipal Assembly and the other city authorities, as regards appropriations, especially bond issues. Mandamus proceedings were begun, and shortly the few powers which the Council and the Board of Aldermen had were virtually taken from them. Mr. Stewart maintains that the Corporation Counsel did not treat the Assembly fairly, and did not protect the interests of the members as a lawyer for a client should. Naturally, Mr. Sherman sympathizes with the Municipal Assembly, but his book is throughout a fair and candid statement of the question.

The Board of Aldermen has seldom been considered an attractive subject for political disquisitions, and the little brochure before us is interesting and valuable in that it states in a candid, clear way the character of the Board, its membership, its functions, and how they are actually exercised, giving not only what is upon the surface, but also the inner workings and the influences which are brought to bear upon aldermen. To furnish a setting for this portion, Mr. Stewart has added chapters upon the city government in general, effects of consolidation, and an outline of the organization and functions of the more important departments.

*Public Franchises in New York.*—It is so seldom that the public gets to know the inside history of corporations controlling municipal monopolies that the article by Mr. Bowker, entitled, "The Piracy of Public Franchises," published in the October number of *Atlantic Monthly*, will attract wide attention and be very generally quoted. Mr. Bowker was, for a considerable period, First Vice-President and active executive of the New York Edison Company. In this position he became perfectly familiar with electric lighting franchises and made thorough investigations into other municipal monopolies. The result of these investigations are now published for the first time, and in a future number of MUNICIPAL AFFAIRS we expect to reprint all or the larger portion of the article. At present we shall be

content with quoting the concluding paragraph, which indicates Mr. Bowker's position as to what should be done:

"The remedy which will cut to the root of these evils—aside from palliatives which may be found in further legislation or in the actual application of present laws—is a municipal spirit, a civic courage, a political morale, especially on the part of the 'well-to-do,' which will overcome the timidity of capital, and stand fearlessly firm against Tammany in New York or against a Republican ring in Philadelphia. The power and danger of Tammany misrule is nowhere more strikingly shown than by the fact that such representative citizens, men of integrity, ability and honor, as made up the Edison Board, among them sincere and foremost leaders in altruistic enterprises, in crusades against vice, and in efforts for municipal reform, hesitate to lead in opposition to this form of Tammany domination, lest they should not have support of those for whose financial interests they are trustees. Unfortunately, the great public utility corporations of New York have passed into the hands of those whose sympathies and interests are in affiliation with Tammany rather than in opposition, and this is one of the grave difficulties of the present crisis. Yet there are wholesome signs of the revival of a municipal spirit, a civic renaissance inspiring rich and poor alike, which may prove a potent and triumphant foe to the forces of evil, and redeem our cities, and with them our country, from the shame and degradation of municipal misrule."

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## BIOGRAPHICAL NOTICES

OF THE

WRITERS IN MUNICIPAL AFFAIRS FOR SEPTEMBER, 1901.

**JOHN DE WITT WARNER.**—Born October 30, 1851, in Schuyler Co., New York. Entered Cornell the first day it opened; graduated 1872. Edited *Ithaca Daily Leader* three months; was professor of Latin, German and Elocution two years at Ithaca Academy, and two years at Albany Academy. Studied law at Albany Law School, whence graduated and was admitted to the bar June, 1876. Member of the Albany Greek Club and Albany Institute, which published his "Solar Theory of Myths." Came to New York after 1876, where has since practiced law as member of the firms, first Iselin & Warner, Warner & Frayer, and at present of Peckham, Warner & Strong. Elected to the Fifty-second Congress from the greatest manufacturing district in America, and returned to the Fifty-third Congress from a new district comprising part of his old one, and this time the wealthiest parliamentary constituency in the world. In Congress was Chairman of the House Sub-committee to investigate the sweating system. Took an active part in the repeal of the purchasing clause of the Sherman Act and Federal Election laws, and in the passing by the House of the Wilson Tariff bill, to which he secured the "free sugar" amendment. Strenuously advocated the Torrey Bankruptcy bill and opposed the Bland Seigniorage bill. Secured investigation of Federal building matters in New York, which has resulted in important reforms and large appropriations for construction and repairs. In the Fifty-third Congress was the sole representative for New York state and city on the House Committee on Banking and Currency, and a leader in debate in both the Fifty-second and Fifty-third Congresses on tariff, financial and commercial matters. In the Fifty-third Congress was prominent in leading the fight for free sugar, and especially in exposing the Sugar Trust. Took a leading part in the discussion of the repeal of the ten per cent. tax on State Bank issues, and led in opposition to the Anti-option bill. Was prominent in agitation for reform in Cornell University matters, and was elected Alumni Trustee in 1882 and again in 1894, in each case for a five-year term. One of the founders of Shakespeare Club of New York City, and author of "Sound Sequence in Shakespeare" and other papers on Shakespearean subjects. A writer and speaker on tariff reform; was one of the founders of New York Reform Club; author of numerous pamphlets on tariff matters, and Tariff Reform Editor of New York *Weekly World* during campaign 1892; Chairman Reform Club's Tariff Reform Committee, 1889-1891; Chairman Reform Club's Sound Currency Committee, 1895-1896; President of the Reform Club and Chairman of its Committee on Municipal Administration, 1897. Has done extensive editorial work in connection with a number of periodicals, and has been contributor to many more, including *Die Zeit*, of Vienna; of London; the *Century*, *Forum*, *Harper's Weekly* and numerous political, financial and economic periodicals.

**JOHN MARTIN**—Born in Lincoln, Eng., 1864. Educated in the public schools of Lincoln, Eng.; graduated from the Borough Rd. Normal College, London, in 1884, and from the London University in 1890, with the degree of Bachelor of Science. First a teacher in the London Public Schools; afterward a lecturer at the People's Palace, East London. Elected Member of the Executive Committee of the London Fabian Society in 1893; Member of the Borough Council of Hackney, London, and Chairman of the Labor Party, 1895-'98. Came on lecturing tour to the United States for Winter of 1898-'99. Invited to return to take charge of the work of League for Political Education. Since resident in New York. Author of *State Education at Home and Abroad* (Fabian Society); *Cure for City Corruption* (Harper's Mag.); *Direct Employment vs. the Contract System* (Municipal Affairs); *How London Was Saved* (Forum), etc.

**BIRD S. COLER.**—Born in 1868; a descendant of a Nuremburg family. At an early age was made partner in the firm of W. N. Coler & Co., his father being senior partner. Has since made a study of municipal bonds and public franchises. Was elected in 1897 as Comptroller of Greater New York, running upon the Democratic ticket. Since his inauguration has taken an active part in municipal politics, and has stood for honesty, efficiency and public interests. Has introduced many reforms in the finance department, and nearly all of the measures he has presented to the State Legislature have been enacted into law. Was generally recognized as a leading candidate for mayor in the recent election, but his independent position made him *persona non grata* to the bosses of both parties.

**WILLIAM S. CRANDALL.**—Has been for many years engaged in journalism, and is now editor of *Municipal Journal and Engineer*.

**FREDERICK W. KELSEY.**—A native of New York, and engaged from youth in the nursery business. Prepared the nursery and plant classification under which the Treasury Department is now working. Framed the New Jersey Street Tree Planting Law and originated the Essex County Park scheme, which was authorized by the New Jersey Legislature without a dissenting vote, and for which \$4,000,000 have been appropriated. Is President of the New England Society of Orange, a member of the Reform Club, Municipal Art Society and other similar organizations. Has been intimately connected with many park enterprises and schemes for city improvement.

**CHARLES ALBERT LOPEZ.**—Born in Mexico of a distinguished family, being the grand-nephew of Gen. Marcisco Lopez, who was one of the leaders in placing the Infanta on the throne of Spain against the Carlists in 1848, and who raised the first important revolution for the freedom of Cuba. Has resided in the United States since early youth. Studied under Mr. J. Q. A. Ward, and in Ecole de Beaux Arts, and in the Atelier Falguière. Exhibited in the Paris Salon. Was awarded in 1898 the first prize for a sum dial by the National Sculpture Society, and the first prize for a flagstaff by the Municipal Art Society. Among his principal works are a marble Statue of Mohammed in the Appellate Court Building, the East Indian Group for the Dewey Arch, Groups of Art and Science for the Grand Court of Fountains at the Pan-American Exposition, Negro Group at the Charleston Exposition, Bronze of a Seated Bacchante, "The Sprinter," and a large marble relief of "Maternity."

**CHARLES MORGAN SHEAN.**—Born in Brooklyn, N. Y., October, 1852. Studied at Art Students' League, 1879-1881, under J. Carroll Beckwith, and in Paris, 1881-1884, under Cabanel and Boulanger. Since return from Paris has devoted himself to stained glass and interior decoration on architectural lines. Member of the Architectural League, the National Society of Mural Painters, the National Arts Club and the Salmagundi Club.

**REV. A. P. DOYLE.**—Is a member of the Paulist Fathers. Born in San Francisco in 1857. Has lived in New York for many years. Takes an active interest in questions pertaining to public morality, and has been associated particularly with efforts to restrain the multiplication of saloons and to cultivate the highest type of citizenship. Has been identified with sociological work among the poor, and two years ago started the Paulist Social Settlement. His efforts to maintain the high character of the Upper West Side are matters of common knowledge, and not a little is due to his active opposition to vice that the high character of his portion of the city has been maintained. Is now the Editor of the *Catholic World Magazine*, and in charge of the literary department of the Paulist Fathers.

**NELSON S. SPENCER.**—Born in Connecticut, and lived there until 1872, when he came to New York. Graduated from the College of the City of New York, and was a student at the Columbia College Law School. Since 1881 has practiced law in New York city, and is a member of the firm of Stickney, Spencer & Ordway. Is a member of the Reform Club, Civil Service Reform Association, National Arts Club, Municipal Art Society and many other similar organizations. Has been recently appointed by Mayor-elect Low as one of the Civil Service Commissioners of the city.

**MILROY MALTBY.**—(See Note in June Number.)